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ABSTRACT

This volume of special papers constitutes the Annex to "International Development Programmes in Higher Education (A Report to the Commonwealth Standing Committee on Student Mobility and Higher Education Cooperation)." The papers presented have the following titles and authors: (1) "Training for Planning and Management: Improved Management Systems in Higher Education in Developing Countries" (Kevin M. Lillis); (2) "Libraries and Books Development" (Carol Priestley); (3) "Information Networks and Training" (Information from the International Development Research Centre); (4) "Post-secondary Education in the Small States of the Commonwealth" (Steve Packer); and (5) "Staff Development: International Development Program of Australian Universities and Colleges (IDP) and the South Pacific" (Ken Back). Collectively the papers address the issues associated with improving the management of systems and institutions of higher education in developing countries, particularly in Commonwealth Africa; highlight some critical issues for library and book development; discuss the key issues and problems in supporting and operating information systems in developing countries; and examine post-secondary education in the small states of the Commonwealth, the critical issues involved, and the directions and potential for cooperation in the next decade. The Annex includes a list of the Commonwealth Independent countries with populations under 2 million. Contains 13 references. (GLR)

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INTERNATIONAL DEVELOPMENT PROGRAMMES IN HIGHER EDUCATION

ANNEX: SPECIAL PAPERS

COMMONWEALTH SECRETARIAT

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This volume of special papers constitutes the Annex to **International Development Programmes in Higher Education (A Report to the Commonwealth Standing Committee on Student Mobility and Higher Education Cooperation)** by Carol Coombe (London, Commonwealth Secretariat Education Programme, 1989).

TRAINING FOR PLANNING AND MANAGEMENT: IMPROVED MANAGEMENT SYSTEMS IN HIGHER EDUCATION IN DEVELOPING COUNTRIES

By KEVIN M LILLIS
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This paper addresses issues associated with improving the management of systems and institutions of higher education in developing countries. Its more particular focus relates to systems of higher education in Commonwealth Africa, although wider perspectives are called upon.

Much of the discussion relates to universities, although these are not necessarily synonymous with the overall higher education sub-sector.

1.0 outlines a range of broad issues and perspectives
2.0 identifies problems associated with managing higher education systems
3.0 identifies problems associated with managing higher education institutions
4.0 identifies activities and strategies targeted at enhancing management capacity
5.0 comments upon management training capacity in Africa
6.0 illustrates the positions of international agencies vis a vis management within higher education
7.0 provides further examples of programmes of training and collaboration
8.0 identifies areas of potential international collaboration.

1.0 Key issues and perspectives

The notions of management, management capacity and capability, and management training within the sub-sectors of higher education in developing countries are under-conceptualised. Clearly, however, there is a crisis of management within higher education which reflects the wider crisis in educational management, itself reflecting the much wider crisis in the quality of public administration in developing countries. As management capacity and capability narrow in relation to further dwindling of already scarce resources and in relation to escalating across-the-board management problems, the bleak contemporary management context threatens an even bleaker future.

As governments and institutions embark upon enforced policies of structural re-adjustment and upon formal policies of reduced central funding, the issues foremost in the minds of those engaged in university planning and management are: the harsh fiscal

environments in which universities operate; the lack of funds for teaching and research; the high rates of attrition of local staff; across-the-board qualitative deficiencies (intakes, facilities, infrastuctures, staff); improved systems of access (including entry formulas, quotas) and accreditation; support for teaching, learning and local staff development; and the search for indicators of internal and external efficiency.

A major consistent outcome of qualitative deficiencies in higher education is reflected in high wastage rates. There are high rates of drop-out, repetition and failure; there are low intake standards, low quality of instruction, and inappropriate promotion and graduation standards.

Obviously there is a wide range of determinants of low levels of efficiency in higher education. But ineffective utilisation and development of available resources (human, material and financial) is in part attributable to the scarcity of quality management, the scarcity of trained administrators, to poor organisation and planning, and to the lack of incentives for cost-effective management.

Hitherto, significant attention has been directed towards issues such as student activities, student fees/loans, university funding, expansion, student access and flows, and the consequences of the brain drain, rather than to institutional and systems management in the higher education sub-sector. Many, if not most, aid projects are targeted at pedagogical and curricular reform rather than support for improved management. Consequently, issues relating to "management" are hidden away in broader discussions. Aid agencies themselves admit that, although management is a key issue, they have rarely developed an explicit strategy towards the processes concerned with it. Management of projects has been a key concern, not management of higher education per se.

The historical autonomy of universities as well as the supposed high level of expertise of individuals concerned with their management and administration, has often meant that external interventions have proved difficult. University leadership has proved resistant to management and structural reform. Aid agencies have been kept at arms length and, respecting the sovereignty and autonomy of the sub-sector, have steered clear of seeking to provide management support. Indeed, they have rarely monitored the development of the higher education sub-sector as closely as they have other sub-sectors of the educational system.

The autonomy of higher education institutions has often meant that institutional leaders can short-circuit departments of higher education in ministries of education, whose strictures they wish to avoid but who might otherwise be expected to develop strategies for improving the quality of management in the sub-sector as do their sister departments for other sub-sectors of

the educational system. The nature of the inter-relationship between the institutions in the system and ministries of education is often one of friction and conflict.

Many institutional leaders (principals, rectors, vice-chancellors) are erstwhile or existing academics upgraded or promoted on the assumption that they inherently possess the necessary repertoire of management skills and that intensive programmes of orientation or training are not necessary.

Indeed, there have been substantial investments in management training, principal and inspector training to improve the quality of school systems, although such training for the higher education sub-sector has received low or zero priority.

Management concerns clearly cut across every component of institutions and systems. Equally clearly, there are common problems within the regions, as well as specific ones. A major, albeit axiomatic issue that needs to be stressed, is the inter-relationship between 'management' and 'pedagogy' as well as the inter-relationship between 'management' and 'policy' and the consequent need to strengthen dialogue within and across all subsectors if the quality of management in higher education is to be maintained and enhanced.

It is important to stress that in some contexts (in Kenya at present, for example), where inordinate political commands influence or even dictate university intakes, on top of massive demographic pressures and the consequences of structural reform of the school system, rational planning and management is virtually impossible, and the task is faced with extreme trepidation. The Government's response to demographic pressures and social demand has been to off-load onto the four existing universities the problem of managing the intake. Whilst student management is a university problem, the issue of entry standards, admission criteria and quota rationales is a macro-policy decision. The absence of a political rationale for a realistic restriction on entry in tune with the universities' staffing and infrastructural capability precludes a management rationale for delivering quality education.

Equally, the political turbulence that spills over into the university domain (especially during periods of civil upheaval and student unrest which result in university closures, as recently in Kenya and Sri Lanka) precludes a coherent planning and management rationale.

2.0 Problems associated with managing higher education systems

Discussions of systems management cannot be isolated from discussions of the nature of policy-making in higher education. Degrees of complexity vary with the nature of the state, its ideological orientation and the size of the higher education

system. The nature of the dialogue and decision-making mechanisms within and between federal and state ministries, the institutions themselves and intermediary agencies (Universities Grants Committees, National Universities Commissions, Matriculation and Admissions Boards) is complex and little explored from the outside. Tanzania, for example, reflects a small and monolithic system. Decision-making is Party-centred, implementation of policy the responsibility of the two existing university institutions. In Nigeria, there is a complex inter-play between the federal policy, state policy, the National Universities Commission, the Joint Admissions and Matriculation Body, and the Universities.

Despite the variety of policy-making cultures, there are in common five major systems management areas.

(i) Financing mechanisms

Management and financing are inextricably inter-related, and fiscal pressures are dictating re-adjustment strategies. The mechanisms for disbursing government funds to the sub-sector and increasing the proportion of funding from private sources are major issues. This raises the whole question of how resources are made available within the sub-sector and how resource flow mechanisms are organised (within private as well as public universities) and the role of, and inter-relationships with, ministries of finance etc. The World Bank innovation of providing funding through the Nigerian Universities Commission is one example of a search for a new funding mechanism , as is the Bank's consideration of assistance for foundations, endowments and so forth.

Also under consideration are the introduction of loans, fees, cost-recovery and cost-sharing mechanisms, despite their widespread unpopularity.

The search for new financing mechanisms as well as the mobilisation of extra-governmental sources of finance and the proliferation of non-budgetary funding raise questions of university/industry/commerce links, and the acceptable forms of industrial/commercial support for institutions, professorships, lectureships and research.

All these considerations obviously impact upon the internal financial management of institutions and the roles that might be played by business managers (in addition to finance officers) to mobilise, deploy and manage funds.

(ii) Costs

Given demographic pressures, and intensive and escalating social demand for higher education (as well as attempts to stem it), control of costs obviously lies at the heart of the reform agenda

in all systems, and higher education communities have not always confronted economic realities. One economic reality (which is often perceived as a capitalist imposition) surrounds the question of who pays and the question of "user charges". Better staff:student ratios, limitations on the years of study, issues of self-financing institutions as well as the reduction of government subsidies in the sub-sector are all policy issues dictating the ways in which systems and institutions are managed in contexts of austerity.

It is increasingly government policy to encourage universities to generate their own funds, although basic funding is perceived as the role of the state. Catering, bookshops, boarding ("deboardingisation") are seen as activities that must be cost-covering and open to privatisation. The search to reduce the numbers of ancillary staff and reduce non-academic:academic staff ratios as well as staff:student ratios are high on the agendas of cost-saving policy discussion, relating to the wider agendas of sectoral resource allocation, distribution and utilisation.

A critical question is whether ministries and institutions know what the real capital and recurrent costs are within their own systems -- a sine qua non if unit costs are to be reduced and contained. Do they know what are cost centres? What views of financing are held within ministries? Are they running expensive unit cost operations within the context of their own major cost constraints?

(iii) Governance

The traditional autonomy (or perhaps semi-autonomy) of universities is under scrutiny as demands for accountability become more overt. Managing links between institutions and government is a major issue, especially given fierce defence of academic autonomy and the degree of tight academic (even professoriate) control over university decision-making. Equally under scrutiny is the role of University Grants Commissions (and/or similar) as buffers between Governments and Universities. This raises key fundamental issues of governance which are also reflected within institutions:

-- Which is the appropriate controlling authority to establish the rules, laws and regulations of governance : state, private, government, regional, local ?
-- What is the inter-relationship between ministries and universities ?
-- Who are the key agencies in the co-ordination and rational development of tertiary education ?
-- What is the appropriate level of state support?
-- What is the appropriate level of encouragement of private universities (open encouragement subject to state control as in Kenya, or banned by law as in Nigeria)?

(iv) Efficiency indicators

No objective model of the internal and external efficiency of higher education systems (or institutions) exists, although comprehensive models of higher education have been contemplated which take into account costs, staffing, occupational structures, curricular diversity etc in the search for optimal planning and management capability. Up-to date data on the range of internal efficieny indicators provided in the UN Statistical Year Book for example, may not be readily available within all tertiary systems (data on (a) enrollment per 100,000 population; (b) students per graduate total; (c) student:staff ratios; (c) % science and technology students; (d) students on first degree courses; (e) expenditures per graduate; (g) salary per teacher (and as % GNP per capita); (h) expenditure per student as % GNP per capita; (i) expenditure per graduate as % per capita, and so forth). Nor are basic external efficiency data readily available on successful graduate placements and earnings.

All are basic data without which systems cannot be planned or managed efficiently.

(v) Evaluation

Despite the widespread clamour to ensure institutional efficiency, there appear to be few formal system-wide attempts to evaluate national sytems and policies -- difficult though this is in practice. Yet systematic evaluation of the total sytem in terms of its costs and benefits, inputs and outcomes, student access , learning attainments and labour market placements is necessary to justify decisions about investments in the subsector.

3.0 Institutional management

As with systems management, it is difficult to categorise problems acording to specific sub-headings, because they do not fit easily under single labels. In general though, the problems cut across a range of tasks and competencies in a number of critical areas associated with managing the environment and responding to demands from external sources; with resource issues; with leadership and the management of planned change; with structural adaptation and organisational development, including relationships between key roles; and staff development -- all within a framework of new demands created by the application of new technologies.

The complexities of these problems are summarised in nine key task areas, although the specific competencies and skills required in each are not portrayed, nor are the strategic ways in which to evolve integrated management programmes for

institutional planning and development, departmental planning and development, and staff planning and development that are effective for improving quality and efficiency in higher education.

(i) Managing financing and costs

Achieving more with fewer finanical resources is the common requirement in the face of austerity, which university chief executives and finance officers cannot escape. The range of pressures operating at the systems level impact upon the institutions. Each individual institution is under pressure to diversify its financial sources, the stuctures and processes of budgeting, to control unit costs, to cut expenditures on students, departments, staff, food, boarding, infrastructure and resources (including libraries, journals, laboratories and so forth) to such an extent that their physical infrastructures are decaying (enforcing strategies of preventive maintenance) and programmes of quality learning are almost impossible to deliver.

Fees and loans policies need managing and intensifying as cost-sharing bites deeper in higher education (even in countries with stronger economies). Individual inter-relationships with commercial, industrial, philanthropic, charitable and alumni organisations are a component of the arena of financial management in the era of austerity in which business management is as a great a premium amongst "senior management teams" as academic management and organisational control. This, incidentally, is as pertinent within sub-departments (including academic ones) as it is within institutions as a whole.

(ii) Defining institutional leadership

Given the intensive calls for closer and more accountable systems of management as well as intense political scrutiny of the sub-sector given the central role of Universities in national development, the issue of institutional leadership is a critical one as a pre-condition for successful organisation development. The procedures by which the chief executive (vice-chancellor, president, rector) is identified and appointed, the structures within which the process occurs, the length of mandate and type of responsibilities exercised by the leadership is a major determinant of the effectiveness and efficiency of the institution. Equally, it determines the legitimacy or otherwise of the academic leadership and the ways in which it is enhanced and, in part, the relative degree of autonomy and command of decision-making power of the institution. Who is eligible? Traditionally, academics have been appointed to become vice-chancellors (except perhaps under military regimes). Changing financial circumstances may well have changed the pool from which the leadership may be appointed. What is the nature of the "electoral college" or "electoral constituency"? Frequently, in Africa, as elsewhere, there is controversy over the nature and expertise of the leadership.

(iii) Developing leadership effectiveness

Linked to the above issues (and thus part of the question of how to train in the competencies of leadership) are others relating to the responsibilites of the chief executive within the overall responsibilites of universities for teaching, research and development: public representation of the institution and its image; presiding over the highest decision-making bodies (senates, academic boards and so forth); evolving the decision-making structures of the institution as they relate to staff, students, curricula, finances, regulations. Obviously, there are different models of leadership depending upon specific ideological, cultural and institutional contexts. Demands upon the leadership are to achieve not only academic goals but also planning, budgeting and marketing outcomes. Given the multi-dimensional complexity and nature of universities as organisations, this places severe demands and expectations upon the leadership. Do leaders command the necessary repertoires of skills and competencies to formulate and implement institutional corporate plans and to manage the people and programmes within them?

(iv) Structures and effective management

Concerns about the strategic management of institutions (as well as the strategic management of change within them) raise questions not only about the nature, powers and qualities of the leadership but of the design and institutionalisation of effective structures for management. Most pre-Independence and first-generation Anglophone African universities inherited a familiar organisational structure. In many cases (but not always) this has been replicated by second-genation universities, although alternative structures have been introduced, especially by those trained elsewhere than in Britain. The critical issue is the search for alternative institutional models and/or stuctures that fit contemporary conditions. It is impossible (albeit desirable) to summarise existing structures and structural reforms as well as their impact and inter-relationships with content, methodology and curricular reform. A variety of structural patterns, involving actors at a number of levels (administration, faculty, department, students) exist. Some structures work for the benefit of effectivenes, efficiency and reform. Others have paralysed universities. So many issues are involved: the nature of participation, the interface between the institution and its constituent components (especially its academic departments), the interplay between the complex set of organisational characteristics, degrees of centralisation/decentralisation, that it is impossible to lay down an optimal model of structural development. Significantly, however, within the African (and LDC context generally) universities are perceived as inefficient utilisers and develo-pers of financial and human resources. Managing planned change

and structural re-organisation in these contexts of organisational complexity is a hazardous business. Are existing structures appropriate to goals, processes, objectives and tasks?

(v) Organisational structure and basic units

A range of questions similar to those above concern the functioning and organisation of the disciplinary departments (whatever terminology is used) that are both the basic units of management and the delivery mechanisms for the focal work of teaching, research, scholarship, development and community-inter-relationships. Local cultural, organisational and political contextual features determine effectiveness and efficiency. Management of these basic units and their activities, especially in terms of maximising student performance, is a complex organisational behaviour. The professoriate and departmental chairman are most frequently appointed on the basis of traditional, academic expertise and disciplinary values and rarely upon management capability and skills. Obviously, problems of departmental management vary with context and with changing demands. Departmental management (for which no specific training for specialised responsibilities is offered) which is inefficient is only a reflection of a wider defficiency of management expertise. How can heads of department be supported and appropriately trained?

(vi) Staff development and management

Severe financial constraints force institutional management to analyse academic staffing policies and management. Academic tools ("staff appraisal and departmental review") available for this purpose enable managers to assess technical requirements as well as staff performance. Many institutions are concerned with pursuing strategies for personnel management that enable them to cut staffing according to financial stringency. Others attempt constructive policies of organisational improvement, staff development and management as well as the improvement of teaching and learning. The precise problems are, once again, context-defined. Given the critical nature of the teaching faculty as the major delivery mechanism and given the extremely under-resourced environment within which teaching and learning takes place (dearth of books, journals, supports, libraries, laboratories, publication systems and university presses), appropriate staff management and development policies within a framework of efficient and effective organisation development are critical. The widespread disaffection, dissatisfaction and alienation of university teaching staff in many countries indicate that such policies do not exist. What mix of employment conditions, integrated staffing policies, incentives, recruitment patterns, staff utilisation patterns, career possibilities and resource provision to counter-point staff cost-reduction measures are required to enable universities to maximise student learning?

(vii) Curriculum management

Stringent financial conditions have imposed new demands on curriculum decision-making as individual departments and faculties are forced to justify themselves economically as well as academically. Departmental budgeting, class sizes, and staff:student ratios determine the survival of particular entities, and the atrophy of others. Equally, despite the desire of departments to establish new courses (especially at post-graduate level -- an unrealistic attitude in the face of the austerity required), consolidation and retraction rather than expansion have become basic curriculum management principles, given that excessive curriculum diversification leads to higher unit costs. What is the appropriate science/arts/technology mix that satisfies institutional and national needs?

Part of the curriculum management question is the appropriateness of the nature and length of the degree courses on offer. Are three- or four-year degree courses the most appropriate degree level delivery mechanisms? Are two-year associate degrees (on the American-style community college model) a more viable and legitimately certificated alternative?

(viii) Managing examination reform

Finals examinations in Anglophone African universities conform by and large to the inherited model of autonomous control by faculties and departments, with monitoring through systems of external examiners. For the most part, university accreditation processes and mechanisms have remained unreformed, although there are spectacular exceptions (Indonesia for example). The reported low quality of much of the output calls into question the quality of teaching and, given the backwash effect of many traditional styles of assessment, argues for a scrutiny of the possibilities of examination-led reform. Equally, given the proliferation of University institutions (cf Nigeria, Kenya) and the need for standardisation and control of the quality of output, a CNAA-style central accreditation agency might, especially in larger systems, prove a feasible mode for managing accreditation reform.

(ix) Evaluation

Whilst processes of evaluation -- of institutions, either by outsiders or through processes of self-evaluation, of staff ("staff appraisal"), of research -- are critical for determining the impact and quality of universities' outputs, little systematic evaluation appears to be undertaken within universities in the African region.

4.0 Activities and strategies which enhance management capacity

Three possible strategies are suggested for enhancing management capacity.

(i) Training

There is a significant deficiency in the training of administrators, managers and policy-makers within both institutions and ministry departments. The career line of ministry of education officials concerned with departments of higher education is unclear. Further, universities traditionally promote successful academics to positions of academic leadership who, once appointed, tend to rely on intuition as a basis for decision-making. Precise training needs, of course, require specific diagnosis and identification, for needs obviously differ from one managerial cadre to another -- teachers-as-administrators, bursars, finance officers, and decision-makers in various levels and roles. Management training is undeveloped and significantly in need of intervention models, for it is arguable, if not empirically demonstrable, that training will significantly enhance capability, capacity and expertise.

Illustrations of LDC-based training programmes are given below (5.0), together with examples of metropolitan-based programmes that may be used as adaptable models. No attempt is made here to suggest a training curriculum for specific target groups, but it is important to suggest that programmes be underpinned by sound rationales for course design and management.

(ii) The search for efficiency: the development and use of institutional performace indicators

The search for cost-efficiency and demand for institutional accountability have provided the basis for the development of performance indicators across the wide spectrum of universities' activities. Such indicators are identified as simplified quantitative information required for management and organisation within a university. No such schema has been discovered (by the author) operating in developing countries, (although the Australian Commonwealth Tertiary Education Commission has been developing quality measures in Universities at the request of the Australian Universities Council). Performance indicators are perceived as useful tools for improving university performance, and are used in a multiplicity of ways both in decision-making within institutions (for allocation of human and financial resources: making grants to faculties and/or departments; allocating posts; in student planning; in course management) as well as in relations with outside bodies. Given more precise definition, particularly over the structures of management that guarantee the freedom of academic development, such an tool might be useful as a management instrument in LDCs. At the same time,

the question of what incentives to be efficient are offered to institutions, to departments and to individuals are part and parcel of the same issue.

(iii) Management information systems as a base for planning and management

In first world situations, the traditional autonomy of administrative work and management is being transformed as information technologies evolve new concepts and innovative practices.

Management information systems, underpinned by information technology and computerised systems, are leading to the introduction of more efficient, easier and less labour intensive, more systematic and more reliable working methods of data collation, storage, retrieval, analysis and utilisation. They have been instrumental in evolving a new approach to management problems.

Although this experience has not been fully evaluated, and although the transfer and application of information technology is in its infancy in developing countries, micro-computers and systems of networking have the potential to open up new possibilities for more efficient streamlining of management support systems within both universities and ministries of education and for decentralising decision-making. Equally, information technology can impact upon teaching, research and academic support.

Within management, computer support has the potential to satisfy two major requirements: firstly, the development and implementation of professional data processing systems to support the daily operations of individual offices and to provide management information to management teams to facilitate the process of decision-making; secondly, to assist administrative automation covering a range of activities from word processing to electronic mailing and filing.

Clearly, there are many possibilities, but wholesale implementation cannot be recommended without examination of potential disdavantages, especially within the financial and human resource climates of developing countries. Utilisation of management information systems needs to be predicated upon improved co-ordination between units responsible for different application systems. Increased possibilities for access and for wide and extensive use of data require institution-wide and system-wide policies for safe-guarding operations, protecting sensitive data and conforming to legal and other safeguards.

Cost is an obvious constraint. Large investments in equipment, software, technical infrastructure, support services, training, and organisational implementation and adaptation require careful cost-benefit analysis. Equally, cost considerations dictate integrated and consistent policies. Given the rate of technological innovation in this area, higher education institutions are forced

to make choices over developments and strategy in a rapidly and constantly evolving technological environment. Such choice must relate to available financial and human resources, in such a way that the pace of innovation does not render obsolescent any investements in such technology.

Equally important are training considerations, and this implies not only initial training (awareness, skills, organisation) but considerable investments in follow-up training and organisational support, including team development. Monitoring information technology performance is another crucial issue.

The above brief scenario indicates a high cost investment. To justify such investments, information systems development should be considered an important and integral component of the general enhancement of management capability and efficiency. Securing funding becomes a matter of national and institutional policies, priorities, politics and probably aid agency and commercial support. The feed-back from a potential ODA-funded project in Nigeria will be of great importance.

5.0 Management training capacity

African management training capacity is impotent and ineffective. Lack of financial resources and inadequate human resources, both qualitatively and quantitatively are major constraints. Many countries have made no attempt to train university administrators. Others have institutions that are moribund. Others attempt to train on limited scales. Sierra Leone for example has recently mounted its first ever locally managed and resourced course.

Training institutions within the region fall into six categories.

(i) national development management institutions strictly concerned with less political and more technical training in development management, like the Institute of Development Management (IDM) serving Lesotho, Tanzania, Swaziland;

(ii) institutions involved in economic research and policy analysis in macro-economic and sectoral issues such as trade, currency, health like the Institute of Development Studies, Nairobi and the Bureau of Economic Research, Dar es Salaam;

(iii) regional cross-sectoral training institutions including the Eastern and Southern African Management Institute (ESAMI), in Arusha, Tanzania;

(iv) national institutions established to improve the quality of training within school systems and funded by substantial international support (often through the World Bank) like the Kenya Education Staff Institute (KESI), and Management Training of Educational Personnel (MANTEP) in Tanzania.

(v) regional training of trainers programmes , targeted at materials development, primarily the UNESCO/ROSTA project, supported in part by SIDA, for training school system managers.

(vi) programmes for policy training, like that proposed at a World Bank/EDI meeting held in Mbabane in 1988, to focus on "Regional Capacity for Training and Research on Education Policy" and incorporating two types of African institutions -- those focusing exclusively upon education (like CIRSSED in Lome) and those with general management policy research experience (like IDS in Nairobi, ERB in Dar es Salaam).

The majority of African institutions concerned with the wider aspects of training labour under enormous constraints --lack of resources, lack of locally-relevant materials and curricula, libraries, trained staff, and (perhaps most critically) the lack of an appropriate conceptual view of system-wide and institutional management of the kind underpinning , for example, OECD's Institutional Management in Higher Education (IMHE) programme (see 7.0 below).

A major initiative that might suggest the basis for a future management training programme is a UNESCO/UNDP proposal to provide region-wide assistance to training institutions, through "Regional Technical Co-Operation for Education in Human Resources in Africa". This will aim to improve the quality and focus of training and to integrate indigenous management training institutions into an international programme.

Further potential may lie with the the Consultative Committee for Higher Education in Africa. Modelled on other UNESCO regional committees (CEPES in Bucharest and CRESALC in Caracas), it comprises higher education specialists, mainly administrators. In 1987, its recommendations formed the basis for a comprehensive report to the UNESCO General Conference (The Special Programme for the Improvement of Higher Education in Africa) which identifies the strengths and weaknesses of systems of higher education in Africa, and strategies for their improvement. This document, is now under scrutiny by UNDP for funding, although the difficulties associated with funding regional initiatives are not under-estimated.

It would be wrong to be excessively optimistic about the capacity or capability of any of the existing networks, initiatives or institutions , as at present constituted, staffed, resourced and conceptualised, to deliver a programme of the quality, level, expertise and sensitivity required to upgade the quality of management capacity and capability in the higher education sub-sector. The national training institutions like KESI and MANTEP make little impact upon school administrators. Nationally-based DMIs may prove fruitful locations for future collaborative policy analysis and research and training. So indeed might ESAMI, though there is the problem of overstretching the capability of these

institutions at the expense of preserving their status and credibility as advanced management training institutions in specialised spheres.

There remain a number of critical planning questions:

-- How can the institutions analyse, define and respond to training needs at this level?
-- Can they anticipate and respond to new kinds of needs? How?
-- On what basis would they be funded?
-- What intra- and inter- national co-operation is desirable and possible to pool and share resources and expertise?

6.0 Positions of international agencies and organisations

Although no aid agency appears to accord high priority to management training per se, none appears to preclude it from their activities. For many, it cuts across other activities and projects and is disguised as institution-building or human resource development.

(i) World Bank

The World Bank's strategy towards higher education is elaborated in its 1988 policy study, Education in Sub-Saharan Africa: Policies for Adjustment, Revitalisation and Expansion. Whilst there has been a visible swing away from investment in higher education, Bank policy does not preclude investment in the sub-sector. In Botswana, for example, a project has been identified and prepared to strengthen specific faculties in high priority development areas. Its policy stance remains that university financial needs obviously exist, but the solutions do not lie in absorbing greater proportions of the national budget. Thus, the search for alternative financing mechanisms remains imperative. The adjustment operations in Nigeria (about to be appraised) involve putting new money into universities through the Nigerian Universities Commission (as opposed to allocations through the centralised ministries), in itself an innovative way of financing higher education which may be applicable outside Nigeria.

A recent review by the Bank of its loans to higher education over the last twenty five years suggests that in the past, support was often directed at specific component aspects of a university system. An overall education loan containing support for all levels of the sector would include funding for the construction, furniture and equipment necessary for the expansion of a particular university faculty. Administrative, managerial, cost and financing concerns were addressed only in the context of each component. Often different projects would address different sets of issues: access, external efficiency, quality, management, costs. However, this component-based lending strategy is being broadened in both structure and scope. Lending in support of single faculties (science, engineering, agriculture, education)

or institutions has been widened to general university development projects. In the present sectoral approach, system-wide assistance is provided to address the full range of issues confronting university education.

Planning and mangement as an issue has featured less conspicuously in the Bank's lending over the past 25 years at the sectoral and institutional level (averaging 7% over time) than investments addressing the quality of inputs, access and external efficiency. This limited but significant and increasing investment in planning and management has typically been through the provision of specialist services and/or fellowships and study tours for university and ministry administrators and planners. However, given cost concerns resulting particularly from expansion of enrolments and the increase in wastage as well as a sectoral approach to lending, project components concerned with system-wide planning and management are increasing (as in the "University Rationalisation" programme in Ghana).

Many different strategies have been used to improve sectoral and institutional planning and management through Bank-supported university education projects, as the following list demonstrates:

-- provision of fellowships and study tours (in projects in Zaire, Indonesia)
-- in-service management seminars (in China)
-- administrative staff in-service training (in Kenya)
-- development of university plans (including long-range planning in Ethiopia, general systems planning in Kenya)
-- provision of computers for a management information system (in Indonesia, Ethiopia, China)
-- the development of system-wide monitoring and evaluation systems (in China, Indonesia)
-- the use of a "cascade" model in which more developed institutions assist the improvement of less developed ones (in Indonesia)
-- provision of specialist services to advise on staff development (appropriate teacher workloads in Indonesia and Zaire; maximum staff use in Zaire; reduction of staff:student ratios in Ghana and Zaire; improved scheduling and more effective use of staff and facilities in China)
-- provision of specialists to serve as interim heads of department (at the Management Training Centre in Senegal)
-- assistance with Africanisation programmes (in Kenya)
-- the establishment of common facilities for laboratory equipment to be shared by several institutions (in Korea)
-- limiting student density in laboratories (in Egypt)
-- "sectoral consolidation" (by consolidating several training institutions in a single university into a centre of excellence in order to optimise the efficient use of a limited pool of available resources (at the Regional Management Training Centre in Senegal)
-- "institutional consolidation" (in Ethiopia)

-- the development or improvement of system-wide standards as a means to improve student flows and/or accreditation (in Korea, China, Indonesia, Morocco
-- reform of student evaluation procedures, the institution of limits on repetition and adjustmnents to lengths of degree programmes (Indonesia, Morocco).

The World Bank is currently undertaking a number of research activities to determine management capacity in Africa with a view to establishing a data bank, including information relating to management and financing or organisations, incentives, and so forth. This includes an inventory of existing national and regional institutions and programmes and their strengths and weaknesses, to be compiled for EDI.

In 1989, the Bank anticipates it will commission a study from the Association of African Universities to examine issues associated with efficiency, cost-effectiveness, and resource mobilisation in 10 Universities of three different kinds (those established pre-Independence; the first generation and second generation post-Independence) in both Francophone and Anglophone Africa. Within this potential matrix, the management issues may well prove to be differentiated -- which in itself has important implications for any future developmental support or collaborative strategy. The focus of the studies will identify (a) issues; (b) solutions (c) practices, tried, unsuccessful and planned, as a basis for determining how Universities cope with the problems of financing and management.

(ii) UNESCO

The financing, organisation and support of higher education is a concern of a number of divisions or departments within UNESCO, including the Educational Policy and Planning Division, the Division of Higher Education and Training of Educational Personnel and the Science Sector. UNESCO has been especially concerned with developing faculties and strengtheing specific departments as well as assisting the planning of particular universities (including, for example Moi University in Kenya) and providing human and material resources for these ends. Issues of management are seen as constants in all programmes and projects, although it has no on-going programme to support management training. Its existing Medium Term Plan (1989-91) requests the Director-General to consider budgetary allocations to tackle the problem of training university administrators (as well as Faculty members). Part of UNESCO's budget provides funding for NGOs. For example, under this scheme, the Association of Commonwealth Universities (ACU) has approached UNESCO for assistance to run training seminars for University personnel.

(iii) Overseas Development Administration (ODA) and the British Council

ODA and British Council policy is defined and implemented using projectisation on a country basis as a basic aid management tool.

The Higher Education Group of the British Council (formerly its Higher Education Division) targets its activities at institutional development and local staff development, mainly but not exclusively through links as well as through training courses aimed at university personnel (including but not exclusively those from LDCs). Recent thinking on support for African universities is influenced by the World Bank's 1988 policy paper and its search to improve the efficiency of universities in the areas of management, research and teaching. Since 1988, the Council has set aside a pool of funds for this purpose, with an increasing focus of funding aspects of management.

In addition to the influence of the 1988 World Bank policy paper, considerable impetus has originated from a series of European donors conferences to education in Sub-Saharan Africa (in London 1986; Dublin, 1987; the Hague, 1988). One initiative from the Dublin Conference was a proposal (not yet initiated) to launch a multi-donor investigation into the administration of universities in Tanzania -- a proposal the British Council is keen to support in view of its funding of a link in financial management between the Universities of Bath and Dar es Salaam. An additional proposal seeks ODA funding for a project to support improved management at the University of Dar es Salaam.

Over the last one and a half years, the British Council has become increasingly involved in the activities of the Sheffield University-based North of England Universities Planning and Management Unit, as well as the Staff Development Unit of the Committee of Vice Chancellors and Principals -- both of which contain training and support elements of importance in future support for Africa.

It is also involved in an important example of bilateral co-operation with Deutsche Stiftung fur Internationale Entwicklung (DSE). A joint seminar in Berlin upon university staff development focused on the improvement of university teaching and learning. A major outcome is agreed collaboration between the two agencies to improve universities' teaching, research and management. In July 1989, with joint DSE/British Council sponsorship, there will be a split-site workshop, partly in Sheffield, partly in Berlin, targeted at a selection of participants running staff development and institutional development programmes in Eastern and Southern African universities, with a view to developing a collaborative strategy for effective implementation of a staff development programme. The programme, involving the CVCP/Universities' Staff Development and Training Unit located at Sheffield University and called "Developing a Strategy for the Effective Implementation of Professional Development for Staff in

Higher Education" will involve both faculty members and administrators from the Universities of Addis Ababa, Makerere, Malawi, Moi, Dar es Salaam, Sokoine, Khartoum, Zambia, Copperbelt and Zimbabwe.

A further development has been DSE's invitation to the Council to nominate experts to work on DSE-sponsored workshops in individual African programmes, frequently on key management issues like academic planning, improving lecturing skills, strategic planning, training departmental heads, management of resources. This in in addition to British Council's on-going support for specialists to institutions of its own nomination, including technical cadres responsible for the management of resources.

Another new initiative has been an outcome of the ODA/Government of Zambia annual review of British support to Universities in Zambia, a country already embarked upon formal policies of cost-reduction. In Zambia as elsewhere, the Higher Education Group feels the increasing need to be involved in attempts to support African universities' search for cost-reduction, cost-recovery, income generation and improved efficiency. It has offerred consultancy services relating to internal efficiency, budgeting and cost-saving.

In addition, ODA is considering a proposal, to be managed by the British Council, to seek to improve management in Nigerian higher education through the introduction of management information systems. Of importance is that the project would be launched initially not through the Universities themselves but through the National Universities Commission, before dissemination to the Universities.

(iv) Canadian International Development Agency (CIDA)

Articulated in its policy document Sharing Our Future (1987), and in supporting strategy papers, CIDA's on-going thrust focuses overtly upon institution-building and human resource development as long-term strategies for enhancing self-sustaining and sustainable development in Africa as elsewhere in the developing world. Within this focus lies a conscious priority to identify and enhance management capacity and capability which presupposes training modules targeted towards those ends. It seeks to achieve this through large, cross-sectoral "umbrella projects".

In the higher education sub-sector, another of CIDA's major delivery mechanisms is the strong support it provides through its Institutional Co-operation and Development Services to linkages between Canadian and Third World institutions. A conscious attempt is made to encourage all aspects of institution-building and enhanced management, while at the same time respecting the autonomy of institutions and the desirability of leaving linking institutions to develop their own roles, relationships and agendas. The linkages developed may be between institutions or

between faculties and/or departments within them. They can be integrated into existing structures and programmes rather than into new and innovative higher education projects per se. The development of managerial infrastructure evolves within these linkages. Although, strictly speaking, CIDA has no overt control over these processes, the criteria it has established for funding linkages acts as a control mechanism both over infrastructure and project management, although individual universities are responsible for the development and implementation of specific programmes. In such links, the Association of Universities and Colleges of Canada (AUCC) plays a focal role because of its 'hands-on' ability, practical expertise, links with academic communities and responsiveness to the market place.

Admitted weaknesses in CIDA's position are (a) while it wishes to encourage a long-term vision of development, including management, like other agencies it is constrained by its own five year cycle of project funding; and (b) evaluation tools to determine the effectiveness both of linkages and the bigger cross-sectoral umbrella projects for human resource development are inadequate (although SALASAN, a Winnipeg-based consultancy-company working with CIDA has been developing an evaluation tool for these purposes).

(v) United States Agency for International Development (USAID)

USAID's position vis a vis management within the higher education sub-sector is similar to that of CIDA in that its programmes are targeted not specifically upon management of higher education but on the educational sector as a whole. Its overall priority is to focus upon basic education, through strengthening teacher education, planning and management, and to stress human resource development projects. It has supported teacher development rather than the development of bursars, registrars, and rectors, and has provided some support for university planning and governance as sub-components of more major inputs.

USAID has a long history of involvement in developing elements of higher education institutions for specific functional purposes especially agriculture (Agricultural Institutes in India, Pakistan, Cameroon, Egerton College (now University of Agriculture) in Kenya inter alia). The development of agricultural institutes in the Third World has been patterned on the land grant colleges model of agricultural extension institutions which also offering management training.

7.0 Examples of programmes

These brief agency portraits suggest the major strategies of the international donor comunity pertaining to institutional development through management training, staff training and development,

training fellowships and bursaries, and materials development and provision. Institutional linkages have often been significant channels for promoting these activities.

This section briefly highlights additional training and support activities which provide possible models for enhancing management capability in the region.

(i) Training

(a) There are many examples of programmes to train high level business managers and public administrators (like the Ecole Nationale de l'Administration Publique in Quebec, and the Royal Institute of Public Administration (RIPA) in London). It might well prove profitable to look to the world of business and public administration for transferable or adaptable models of training. What would be required to generate training models and translate them to the contexts of higher education?

(b) There are a number of examples of metropolitan-based training programmes for university administrators. The University of Western Ontario in London, Canada runs an annual programme (in the summer for three to four weeks) for higher education administrators, on which half the places are reserved for Third World participants. This is a cross-sectoral programme which is not specific to higher education but in which education is one component, together with other areas of public administration. It is organised through the Faculty of Administration working collaboratively with other Faculties.

(c) The Universities' Staff Development and Training Unit recently established by the Committee of Vice-Chancellors and Principals at the University of Sheffield, Sheffield's own in-house unit and the Universities Central Staff Development and Training Unit at Loughborough University Institute of Technology are examples of specifically-targeted programmes. Specialist programmes in Management Techniques and Practices in Higher Education exist in the Universities of Warwick, Nottingham and Surrey. The British Council supports international training courses in Cambridge ("The Cambridge Academic Leadership Seminar"), Sheffield, Loughborough and Manchester. The Further Education Staff College, Coombe Lodge develops both courses and materials for the management of post-secondary education.

(d) The University of Alberta has developed a project (with Commonwealth Secretariat support) to provide institutional training for senior female administrators from India following training seminars in India, as well as a programme for training other administrators.

(e) Programmes supported by the AUCC include executive management training for Indian participants at the University of British Columbia; training visits for staff development for higher education administrators from Malawi and Swaziland at

Brandon University; training of university administrators at Waterloo University; training of university administrators at Laval University, Quebec.

(f) UNIDEL (UNDP, ILO, World Bank/EDI) are involved in developing a cross-sectoral and experimental programme targeted at enhancing education sector management.

(g) Incidental but unstructured impact has been made by ACU's travelling fellowships for senior academics involved in institutional management and administrative staff fellowships for bursarial and rectorial staff (for visitations to the Universities of London, Warwickshire, Nottinghamshire and Manchester).

(ii) Research

The International Institute for Educational Planning (IIEP) is in the process of formulating frameworks for research into a number of key areas associated with the planning and management of universities in selected developing countries. The main themes for their case studies will be admissions, examination systems, facilities management, staff management and re-organisation of courses.

(iii) Training Materials

A range of materials has been developed for higher education administrators ("Higher Education Facilities Planning and Management Manuals") by the Planning and Management System Division, Western Inter-State Commission for Higher Education, in co-operation with the American Association of Collegiate Registrars and Admission Offices.

The Further Education Staff College, Coombe Lodge, England, has developed a wide range of materials designed to assist improved managerial performance in post-secondary education and is now allying this with innovations in management information systems.

(iv) Collaboration

(a) UNESCO's Regional Offices (BREDA in Dakar, and ROSTA in Nairobi) act as centres for training. BREDA, whilst recognising the importance of supporting management training for the tertiary sub-sector, remains denuded of financial resources and unable to launch initiatives. ROSTA is the locus of the SIDA/BREDA materials development and training programme outlined in 5.0 above.

(b) Organisation Universitaire International (OUI), co-ordinated through the University of Quebec, is a network of universities throughout Latin America which accords high priority to administrator training and, over the last four years, has

provided a series of seminars to provide elements of management training for senior administrators in higher education. Commencing with training for rectors, the programme is now focusing on training of vice-rectors. With funding from CIDA, and modest support from UNESCO, OUI undertakes to provide Canadian consultants, and to disseminate publications germane to the training programmes.

(c) Co-ordinated through a Puerto Rico base, with part funding from CIDA, and working collaboratively with international NGOs, a Caribbean Regional Association of Universities (that also includes the constituent campuses of the University of West Indies) runs regular task-focused seminars, internships and training strategies (like shadowing partners, for example) including a focus upon management.

(d) An important example of collaboration is illustrated by the International Development Research Centre (IDRC) which, although obviously concerned with the development and dissemination of research rather than with management, does provide training and support through its programmes and networks for research management skills (including budgeting, accounting and control). Overall, IDRC's thrust is to strengthen local research capacity, through research policy related training.

7.0 Potential for international collaboration

In the Africa region, there are few examples of successful co-operation. There are more of disintegration especially of 'externally-conceived' initiatives like the University of East Africa, and the University of Lesotho, Botswana and Swaziland. Clearly, given the costs of management training and the reality of the resourcing problem, co-operation must be seen as desirable. On a small scale, the exchange of staff and consultants enhances capability. More important however, despite national imperatives, the potential networking features of adequately resourced and targeted programes and/or institutions have the potential to create regional capability to backstop existing national programmes. However, this involves a wider political issue of countries defining for themselves the terms under which collaboration can be revived or intitiated.

Since Africa itself does not possess significant management training and support capacity, it is important to look at the potential of models developed within other contexts or regions -- with sensitive awareness of the cross-cultural implications of transfer.

One potential model for a collaborative programme may lie in a study the World Bank is contemplating in the SADCC region to determine the complementarities of university education in the region. The focal point will be the potentiality of graduate programmes to serve regional rather than national needs. This will be a collaborative effort to examine efficiency, economies

of scale and quality. A question is whether this kind of endeavour can be replicated in relation to management in higher education.

Another potential model for collaboration may lie in the type of networks UNESCO has sought to establish. REDESLAC in Latin America, for example, has a goal of involving academic staff in a network to tackle questions of improving quality. CRESALC in Caracas catalyses research into higher education in the Latin American and Caribbean Regions, including UWI. A similar initiative might be directed at networks of African administrators, working on improving management.

A further model is suggested by the UNESCO-supported Project Colombus, an initiative of the Standing Conference of Rectors, Presidents and Vice-Chancellors of the European Universities (CRE) to create co-operation between institutions inside and outside the OECD. Project Colombus acts as a bridge between universities and scholars in Europe and Latin America and is a collaboration to improve university management. Its emphasis is upon excellence of teaching and research, upon the management of computerised data and upon university/industry links rather than as a project for offering management training, although UNESCO is seeking to promote this dimension, targeted especially at young university administrators. It may be inhibited by the fact that it is modelled upon the OECD IMHE programme, which is self-financing (see below). The programme is one of co-operation and information exchange not of technical assistance, although in an African context resources would be required to stimulate the adaptation of such an idea.

The Regional Co-operation Programme for Higher Education in Asia (supported and co-funded by UNESCO and UNDP, the only region where this is so) has programmes of activities in distance education, and planning and management, inter alia. In particular, it has produced an evaluation of management methods in higher education, taking into account the rapid advances in communication technology. The various initiatives in Asia are linked to the UNESCO Regional Office in Bangkok, although distance teaching not management is the major developmental priority.

The potential of the British Council/DSE style of collaboration in promoting staff development has been illustrated in 6.0 above.

A further fruitful model of collaboration may well lie in elements of OECD's IMHE programme. It suggests ways of developing a collaborative training and support model for managers in Africa (although there are clear contrasts in the resource base of the two regions -- a crucial issue for aid agency consideration). The 20 year old programme concentrates on three basic types of activities:

(i) professional development seminars on specialised topics targeted at specialised professional managers (including evaluation; performance indicators; restructuring; staff development);

(ii) specialist topic workshops on, for example the development and management of science parks; management problems in European joint study programmes; information technology in support of university management; IT as a support for teaching and research; approaches to planning in institutions of higher education; training of heads of departments in institutions of higher education;

(iii) an annnual general conference.

Full membership is open to all OECD higher education institutions on the basis of institutional membership, and entitles participation in all activities and access to all documentation. Subscribers membership (at 10% of the full fee) gives institutions distant from Paris access to documentation and journals (formerly the International Journal of Institutional Management since 1989 Higher Education Management). Some institutions in Mexico and Nigeria are amongst LDC subscriber members, (though non OECD members have no rights to attend meetings).

Activities have included intensive study tours to the USA (for registrars, finance officers, vice-chancellors), on one occasion to evaluate the response of American universities to financial reductions, and on another, to study the nature of "the entrepreneurial institution" (marketing, image building, fund-raising, research). A parallel study tour in Europe focused upon state regulations and their inter-relationship to curriculum change at this level.

Amongst OECD countries, where public educational institutions are under pressures to act like private service organisations, IMHE has provided a forum of support through its professional development seminars. It also provides training through annual seminars for newly appointed executive heads. These seminars, organised jointly with the CRE, help to clarify the role of the top executive in the academic world. Among topics recently covered are: institutional policy formation; group leadership; individual management styles; the diagnosis of institutional strengths and weaknesses; the international dimension and public image of the university; and preparing the university for a competitive market. Many of these themes are germane to the African context.

So far the educational management training and collaboration programmes have made only a marginal impact in Africa. Of future importance is the generation of a strategy that hits not only key task areas but involves senior decision-makers in a responsive and co-ordinated programme of integrated management development.

In both the developed world institutions of the Commonwealth and in the older generation of developing country institutions, considerable know-how on the issues raised in section 2.0 of this paper lies buried. A major question is how to mobilise that expertise as a vehicle for strengthening institutional capacity in Africa in a self-sustaining way.

LIBRARIES AND BOOKS DEVELOPMENT

by Carol Priestley

SUMMARY

It is generally acknowledged that access to appropriate reading materials and information is essential for national educational, social and economic development. Third World libraries, however, still do not have the journals, books and materials they require, and indigenous book publishing is generally underdeveloped. Various programmes assisted by the international aid community address these needs, but very often in a way which is unco-ordinated and sometimes counterproductive.

Closer co-operation among international donors, within strategies devised in consultation with recipient institutions, would go some way towards ensuring that the resources which are available can be used more efficiently. This paper highlights some critical issues for library and book development, makes proposals for collating information on present activities, and makes recommendations for the development or extension of selected existing book and journal donation schemes.

INTRODUCTION

Access to books and learning materials is vital to educational and social development, and lack of these resources is a major handicap to students, teachers and researchers at all levels. The World Bank, in its recent report on Education in Sub-Saharan Africa indicates that 'the safest investment in educational quality is to secure adequate books' (The World Bank, Education in Sub-Saharan Africa, 1988, p 45).

The task of building strong academic centres -- and postgraduate and research programmes in particular -- cannot be accomplished without strengthening library services and providing appropriate teaching materials and equipment. Policy formulation in education must also address issues of access to information. The World Bank's report on Africa stresses that 'renewed emphasis on fundamentals is needed to take maximum advantage of the current capacity of education and training systems.... A minimum package of textbooks and other learning materials is usually the most pressing need' (p 3, 78). Once available, books and other materials need to be stored and disseminated in appropriate ways.

This paper describes and assesses some of the current trends in library and book development, analyses some problem areas, and indicates in broad outline the activities which have the best potential for international collaboration. The evidence on which the paper's observations, conclusions and recommendations is based, has been gathered from an extensive study of library and book provision in developing countries and the national and international response to the problems there. This included working visits to four African countries in addition to the author's previous lengthy work experience in Africa and Asia.

For the sake of clarity the paper is divided into two separate sections, the first on libraries and the second on book development. It is important however, that future support for libraries and books development is considered in the light of the overall education sector for each country. This paper emphasises the potential for developing appropriate comprehensive national and regional strategies, in preference to the current propensity for ad hoc, 'single factor' attempts to solve sectoral problems.

LIBRARY DEVELOPMENT

Factors Inhibiting Library Development

The cumulative effect of declining or almost non-existent resources for social investment in developing countries has had critical consequences for Third World libraries. It is paradoxical that in an information-rich world, the availability of books and professional journals in most developing countries is considerably worse than it was twenty years ago. But where students and teachers have few resources to meet their requirements for learning and teaching materials through private purchase, libraries have a crucial role to play in delivering information in the most economic and pedagogically effective manner. Several factors have made it difficult or impossible for developing country libraries to carry out this function.

Library Policy and Planning. Over the years library development has been carried out on an ad hoc basis within individual countries and institutions. National or educational library development policies are too often ill-defined, and there are sometimes several organisations, generally under-resourced, which attempt to cover the same ground. In education particularly, appropriate library development schemes can only evolve where there is effective collaboration between library professionals, educationists, and managers and administrators in institutions and ministries of education. Proper planning mechanisms for library and information services are needed, within an appropriate policy framework, and based on information collected as systematically as possible on various aspects of user population and existing services. The role of proper planning and efficient management is critical.

The Library Profession -- Status and Training. In many Third World countries, the status of the library and information professions is very low, and this has obvious implications for the development of library services. The low status accorded the profession may be related to the fact that professional training for librarians and information staff is very limited in the Third World. In fact, the lack of appropriately trained personnel is, after materials provision, probably the second most important factor currently inhibiting library development.

A professional qualification in librarianship can be defined as either a postgraduate degree or an undergraduate two-year diploma. The tertiary education subsector needs more staff in both these categories, as well as subject specialists. University research centres need qualified information staff who are able to research and manipulate information, and provide extended research and information services to both students and staff. At the sub-degree level, teacher training colleges need tutor-librarians, trained to manage properly developed libraries, and to assist teachers in acquiring information skills and experience in teaching with library support.

Books and Materials. Until the mid-1970s, many Third World institutions had sufficient or nearly-sufficient resources, often supplemented by international donors, to stock their libraries more or less adequately. In the 1980s, the picture is gloomy, despite a recognition during the decade that 'something must be done'. Libraries which were once well resourced -- like those at the University of Ghana, the University of Zambia, and the University of Dar es Salaam -- have struggled to keep pace, but fallen behind. For some years now, few institutions of higher education in the Third World have been able to allocate adequate resources to their libraries for the purchase of books, journals and materials. In some cases, notional allocations have been made by the university for library provision, but the money has been reallocated out of necessity to lecturers' salaries or students' food, for example. At one Third World university, funds for the library were allocated but unspent, because the University Librarian was unaware that the allocation had been made.

As a result of shortages or in some cases ineffective management of resources, universities and colleges share with secondary schools the problems associated with scarcities of texts and other supplementary learning and teaching materials in core curriculum subjects. They face too a comprehensive lack of locally published material in specialised education, technical and applied science fields. Imported books are -- and will remain for some time -- the only way in which library collections in Third World institutions can be sustained and developed.

The Role of Donor Agencies

The role of international donors in tertiary level library development has always been critical. Many university and college libraries in developing countries were established with aid agency funds provided for capital development, and for recurrent costs of materials and equipment. There are also cases, however, where quite substantial aid packages have omitted library provision altogether. In the 1970s, one African technical college was built with bilateral agency funds, to a European design which included provision for workshops, classrooms and hostel accommodation, but completely neglected any library facilities.

Recent changes in aid agency policies have had important implications for library development. ODA's Library Development Scheme during the 1970s was perhaps typical of large capital projects which attempted to provide one-off packages which included new library buildings, equipment, staff training and stock. These capital projects have largely been replaced in latter years by smaller unco-ordinated contributions, with each donor following its individual preferences, including inter alia

- -- the German Foundation for International Development (DSE) in the field of book and journal donations, and librarian training
- -- UNESCO in library training, and book coupons
- -- Canadian Organisation for Development in Higher Education (CODE) in book donation and equipment
- -- ODA for books presentation
- -- IDRC in training information professionals.

These programmes and others make important contributions in a variety of ways to resourcing and staffing institutional libraries. But, in the absence of an overarching national or regional policy framework, such ad hoc project formulation, instead of being complementary, can mean in practice that one institution receives the books, another the training and a third the equipment. Or, as each agency identifies the same prestigious institution, projects may be duplicated, again reflecting the lack of proper planning procedures and policy framework.

It is important that donors and recipients consult together to determine what steps should now be taken to rethink policies, and to reshape project formulation procedures to avoid the pattern of gaps and duplications which earmark donor contributions to library development. The process is likely to be long and painful. There is much that can be done in the short-term to improve the quality and quantity of assistance to libraries.

Book Donations

There are literally hundreds if not thousands of book donation schemes operating. Recent evidence suggests that many of them are for one reason or another less effective than they might be. The most obvious reason is that over 90 per cent of such schemes are currently operating on a donor-led basis only. In its crudest form this constitutes indiscriminate dumping of unwanted or out-of-date material on developing country institutions. In some cases, an attempt has been made to match the subject and level of educational materials, but coverage of the subject area is too often inaccurate. In other cases, the subject area is right, but the level wholly inappropriate. A recent study shows that from the recipients' point of view, the only schemes which receive universal approbation are those that are wholly demand-led.

The ODA Books Present Programme has achieved recognition for providing libraries with what often amounts to their only new materials. There are many smaller, independent schemes -- like those run by the International Union of Biochemistry, and the British Veterinary Association -- whose members provide items on a strictly request-led basis. Within the Commonwealth, professional associations have provided valuable services, and a number support donation schemes. The Commonwealth Association of Architects, for example, maintains and disseminates information about architectural affairs in Commonwealth countries. From this year, they anticipate the Association will become a catalyst for the collection and distribution of architectural journals and books. The Commonwealth Legal Education Association is hoping to provide some financial assistance to law libraries for purchasing books and journals, and will additionally investigate the possibility of a journal exchange scheme. The law programme of the Commonwealth Secretariat runs the Commonwealth Law Book Programme to support lawyers in developing countries. The Commonwealth Pharmaceutical Association collects recently superseded issues of the British National Formulary for distribution through the Ranfurly Library Service, and the Commonwealth Veterinary Association runs a small book and journal scheme.

These schemes are targeted by subject area, and as such are able to provide much relevant material for professionals and scholars in the developing Commonwealth. This is unfortunately not true of some of the larger donor-led schemes, which too often continue to ship to developing countries items which are totally inappropriate to the needs and priorities of recipients. Some of the largest donation schemes were rated the least effective. Though some recipients have found it possible to secure a few appropriate items by choosing from the listings or by visiting local warehouses used to store used books prior to dispersal, all have agreed on the poor and inappropriate quality of offerings. Shelves of manuals on obsolete American computers reflect problems which are not so much logistical, but which lie in the acquisition of materials, and the possibility of well intentioned schemes falling prey to entrepreneurs who have made millions by

finding outlets for remaindered items while providing the publishers concerned with very lucrative tax concessions.

Of all the programmes which recycle used materials, ACPAD (Australian Centre for Publications Acquired for Development) has been one of the most effective. It was established six years ago to collect surplus library materials available in Australia, for distribution to university libraries in South Asia and the Pacific, and now operates under the auspices of the Australian Universities and Colleges International Development Programme (IDP). Its budget is small -- about A$80,000 per annum -- and half is spent on freight and packaging. From the outset, ACPAD refused to send material overseas unless it was solicited by the participating libraries, which now number 60. Donor institutions provide lists of publications available for donation, and hold the material until it is specifically requested. The success of the programme lies in the fact that it is operationally demand-led.

A pilot project for a British scheme (International Campus Book Link) developing a similar model for co-operation is now underway, and it would appear feasible for it to be replicated on a wider scale.

The only way for existing book donation schemes to overcome some of the problems which have dogged them is for them to be recipient- or request-led, as ACPAD has demonstrated. This presupposes of course that potential recipients will have a full knowledge of what is available, and from what source. This is done more easily where requests are matched up with donors who have some awareness of, and sensitivity to, the needs of the recipients. This awareness is developed through contacts which are both formal -- through linking arrangements, following training on scholarship or fellowship, as part of joint research or postgraduate programmes -- and less formal -- following contacts made through specialist vists overseas, visits to donor countries, membership of professional bodies, or independent research, and so forth.

International Campus Book Link (ICBL) has taken requirements specified by targeted African institutions, and matched them against interested relevant donors. For example, the British Veterinary Association, and Glasgow and Edinburgh Universities' Departments of Veterinary Medicine are being linked with requests from the Department of Veterinary Medicine at Sokoine University, Tanzania; Edinburgh University is linked with the Department of Geography at Moi and Egerton Universities in Kenya and the School of Medicine, Ghana; and Warwick University is linked with Njala University College, Sierra Leone. The potential for the effective use of twinning is great. ICBL is establishing a database to record donor interest in the UK by subject and level, against which requests could be matched. ICBL will facilitate the contact and initial introductions and act as shipper for any activity that subsequently takes place.

Links systems might overcome some of the difficulties associated with appropriateness of items. 'Northern' institutions have offered to provide annotated bibliographies, as well as course outlines with recommended reading lists. It is possible then for subject requests to be partly based on these, with some confidence of the items being available. In-depth understanding of subject needs will also enable 'Northern' partners to recommend or add in other relevant items, when 'Southern' partners have confidence in the capacity of selected link partners to respond to course outlines, prospectuses and subject priorities.

Finally, for the provision of new books and learning materials, assistance of professional bodies might be more widely sought, and new stock be specified as part of each donor project within an institution, especially those involving research and postgraduate programmes.

Journals

Journals are arguably even more important than books to the development of strong institutional libraries. Professional journals are expensive, and they require foreign exchange allocations. With reduced resources, institutions in industrial countries have recently had to cut subscriptions. In LDCs, some institutions have not subscribed to any journals -- other than those which are free -- for more than a decade.

The American Association for the Advancement of Science (AAAS) is providing current subscriptions for American scientific and engineering journals to a number of universities and research institutions in Sub-Saharan Africa. Deutsche Forschungsgemeinschaft (DFG) provides periodicals published in Germany for a period of up to four years. The International Foundation for Science provides funds for journal subscriptions within their research grants, as do other Canadian and German agencies. The Netherlands Universities Foundation for International Co-operation (NUFFIC) started a periodicals project in 1988, and the Swedish Agency for Research Co-operation with Developing Countries (SAREC) has been operating a periodicals support project since 1985.

The AAAS project was established in 1985. It seeks co-operation from US professional societies, who provide between ten and ninety subscriptions of the journals they publish. The journals are shipped in bulk to AAAS who prepare them for shipping. The goal is to provide approximately one hundred institutions with an average of 24 journal subscriptions. ICBL in Britain has followed this initiative and has approached both professional societies and commercial publishers. Free subscriptions have been received which are being despatched direct to the recipient from the publisher. SAREC has library support programmes in Ethiopia, Mozambique, Nicaragua, Tanzania, Sri Lanka and Vietnam. They drew up a core list of one thousand journals in 1985 and recipients choose the titles they require. The support consists

mostly of subscriptions to scientific journals, each recipient receiving an average of 250 titles. The support is for a minimum of five years, and is handled through a subscription service which guarantees speedy and efficient delivery.

These journal donation schemes appear to go some way towards meeting the needs of a few developing countries. Journal presentations are a high cost recurrent expenditure for donors, and because of this most carry a time limit of between three and five years. If closer co-operation between the donors existed, it would be possible to spread the load, ensure that titles are not being duplicated, and replicate the AAAS and ICBL initiatives.

Co-ordinating Library Development Activities

The time has come for closer co-operation and co-ordination of programmes within an overall strategy which ensures that resources are utilised more efficiently for library development. There is no greater need for this than in the tertiary subsector, and perhaps because international commonalities of purpose and interest exist, it is possible to facilitate national, regional and international co-operation through

-- sharing information about acquisitions and the content of university collections

-- enhanced schemes of interlibrary loans

-- development and dissemination of lists and bibliographies of specialist literature

-- referrals of enquiries from one co-operating library to another.

These co-operative activities depend inevitably on telecommunications, postal and reprographic systems, but where information and current material is so scarce, the development of co-ordinated resource-sharing networks is important. Evidence suggests that co-ordination of this kind works best at the national level.

Enhanced co-ordination of international agency programmes, and more generous funding for regional and national co-operation projects, would facilitate broadly-based co-operative development within Third World regions.

A thorough review of the present state of library and information services in developing countries is overdue. User needs -- including the training of information and libraries personnel -- must be more clearly defined and understood, priorities set out, and guidelines for developing policy frameworks appropriate to those needs and priorities spelled out. The World Bank has undertaken to begin this process by working with educationists, librarians and publishers in the preparation of book sector reports.

Finally, more effective co-ordination of programmes within an overall strategy would be facilitated by identifying

-- current donor agency activities in the field of library development, specifying type, level and geographical distribution of support

-- personnel available to undertake analyses and provide assistance in implementing policies and programmes.

The acquisition of appropriate books and materials can be promoted by critically reexamining some of the existing book donation schemes, and developing or extending those which show promise -- primarily because they are recipient-led.

BOOK DEVELOPMENT

A long-term strategy for dealing with the problem of inadequate and/or inappropriate supplies of books, journals and learning materials must include the local or regional production of original texts.

Unfortunately, most government-sponsored textbook programmes have fallen foul of an identifiable set of all-too-common problems including

-- lack of editorial capacity
-- inadequate distribution systems
-- relatively small local and regional markets
-- problems in establishing and maintaining production schedules
-- inadequate procedures for handling paper procurement
-- book publication schedules which are out of phase with teacher training activities
-- poor co-ordination between curriculum and manuscript production, and
-- failure to build a production infrastructure capable of producing good quality materials over the long term.

The list can be expanded, but these serve to illustrate the need for better planning and execution of book development projects. UNESCO's work in the field has helped to develop a consensus about such projects:

-- that book development is not just an educational and cultural policy, but involves as well industrial and commercial functions which need to be included in policy-making

-- that where financial resources are scarce, the most efficient use must be made of existing funds for the provision of books and consumable stationery

-- that the target level of book provision and consumable stationery should be affordable by the country in question in the mid-term at least, and

-- that the quality of books provided should be as high as possible consistent with financial resources.

Many of the problems of book development programmes appear to stem from lack of adequate professional knowledge at the various stages of planning and implementation. Not only has there been a lack of expertise, but there has often been no recognition that this expertise is necessary, and that it would improve results and save money.

One of the major constraints on scholarly publishing is of course the size of the local or regional market. University presses find it uneconomic to publish only for their own faculties and relatively small student populations, and may be forced to use their facilities to publish school level books, and undertake contract printing to subsidise scholarly productions. Too many university presses have been set up principally as printing facilities, but are now expected to publish. Directors of these presses need to be encouraged

-- to investigate possibilities for mutual co-operation in wider national or regional markets, and thereby sharing costs of preparation, manufacture, warehousing, marketing and distribution, and

-- to explore new methods of publishing cost-effectively for small markets, including the possibility of acquiring rights to reprint foreign texts locally, to adapt and publish parts of foreign texts, and to enter into joint ventures with overseas publishers in publishing locally written material.

Two examples of significant regional initiatives illustrate possibilities for regional co-operation. The Commonwealth Association of Polytechnics in Africa (CAPA) has recognised a need for a long-term strategy and is in the process of designing a project to stimulate the local production of texts appropriate for polytechnics and technical colleges. The short-term objectives of the project are to

-- identify existing policies which promote local writing of texts
-- identify barriers which inhibit such activities
-- prepare a CAPA strategy and programme of action which will stimulate the writing of textbook manuscripts by polytechnic staff
-- enhance the capacity within polytechnics for writing textbooks, by training a core of regional resource persons on technical writing and authorship skills who will run similar training programmes for staff in institutions.

The Association of African Universities (AAU) programme of activities for the period 1985-88, adopted at the Sixth General Conference in 1984 also highlights the textbook problem. The Conference pledged the AAU to continue its efforts in encouraging co-operation with other interested organisations and agencies in order to assist with the problem. An eight member committee has been set up by the AAU and the Economic Commission for Africa, with the co-operation of the Organisation of African Unity and UNESCO.

Donor Support for Book Development

International agency programmes assisting local book development have generally been ad hoc, unco-ordinated and short-term, and concentrated largely on donations of paper and equipment (too often without spare parts and technical support for maintenance and repair), and in one-off training seminars and workshops for writers, editors, publishers, printers or booksellers. In 1987 for example, the Education Programme of the Swedish International Development Authority (SIDA) funded

- -- a contribution to the African Book Fair in Harare, and a parallel workshop on children's books, including the participation of a Swedish illustrator
- -- a study of women writers in Kenya
- -- a contribution to a seminar of Kiswahili writers in Tanzania
- -- a prefeasibility study of support for African publishing houses, with particular reference to Tanzania
- -- provision of printing equipment for Uruguay.

Several modest book development programmes suggest models for assistance which is more focused. For example, the Commonwealth Nurses Federation working through its Commonwealth Regional Network encourages nurses and midwives to write their own textbooks and manuals for local use. Some of these have been published in Macmillan's Tropical Nursing and Health Science Series.

The Health Learning Materials Department of the African Medical and Research Foundation (AMREF) has for the past fifteen years been producing materials for pre- and in-service training for middle level workers. To date, 28 titles have been published, and being low cost, they are now widely distributed in eastern Africa.

On a larger scale, the English Language Book Society (ELBS, funded by ODA) makes available low-priced (between one third and one half of the price of the standard edition) editions of British publishers' textbooks to students in 86 developing countries. The books are produced and marketed by their original publishers and sold in these countries through local book trade outlets.

While some of these longer-term programmes may be replicable, evidence indicates that the other one-off, ad hoc projects, while they may have individual merit, are rarely complemented by other support. Most have a short-lived and purely local impact. It may be true to say that appropriate patterns -- including a policy and planning framework -- for book development in Third World regions are not well understood. Encouragingly, donors and recipients are now recognising the problems of unco-ordinated and isolated projects. The book subsector projects of the World Bank should assist the development of programme guidelines, and the donor task force on books and book development in Sub-Saharan Africa may provide a model for co-ordinating national and regional initiatives more effectively.

Supplementary Co-operative Mechanisms

There is a considerable amount of information available about educational book development on a local, regional and country basis, and there is even more information on bilateral, multilateral and NGO support. But none of this information is easily accessible. To facilitate co-operation in a broad sectoral context, it is important that such information be collated and disseminated. The compilation of a directory of who does what, and where, would be a significant task, but not a difficult one. It might be supplemented by a directory of persons with the expertise to carry out evaluations and analyses, run training workshops, undertake longer term consultancies, and help in the process of devising commercially viable programmes.

There is also a need to gather and disseminate information on publishing training courses, techniques and opportunities, within the various regions. Not enough is known about training possibilities -- including formal pre-service and in-service courses, and working attachments.

Finally, consideration should be given to the establishment of materials development centres and book development councils on a regional basis.

CONCLUSIONS

Before further resources are dispersed on ad hoc ventures (sometimes of questionable value), it is important that commonly understood guidelines for national, regional and international policies for libraries and book development be agreed among recipient governments and institutions, the international aid community, and the NGOs, including the professional associations. Co-ordination and co-operation are essential if appropriate and viable programmes are to be devised and implemented.

In the short term, a basis for decision-making would be laid by the creation of

-- a directory of present levels of library development

-- a directory of current book development activities

-- a directory of persons available to assist in the establishment of policies and programmes.

A critical examination and evaluation of donation schemes which are clearly inappropriate would enable them to redirect their energies and resources in ways which are acceptable to recipient institutions.

INFORMATION NETWORKS AND TRAINING

Information supplied by the
International Development Research Centre, Ottawa, Canada

Key issues and problems in supporting and operating information systems in developing countries, in whatever subject area, include:

-- establishing and maintaining research networks, and associated information systems support
-- disseminating research results
-- transferring appropriate information technologies
-- training in information sciences, at the theoretical and practical level.

Financial and human resources to meet these needs are limited in developing countries, and among donor agencies. Strategies are however being devised which benefit as many people as possible in areas of high priority. A fivefold strategy for Africa has, for example, recently been developed in consultation with African specialists (Sharing Knowledge for Development: IDRC's Information Strategy for Africa, 1989):

-- to encourage sharing of information -- locally, nationally and regionally -- and to promote standards and compatability among national and regional information systems

-- to improve the capacity of African nationals for planning and implementing information and informatics policies, and increase the use of local experts in information handling

-- to promote participation by poor people, by supporting information systems that address local problems, and improve access of local development researchers, decision-makers and practitioners to relevant information

-- to build human resources in information sciences -- specifically to impart skills in managing information systems, in acting as agents of change, and in soliciting and sharing knowledge

-- to ensure that information initiatives are sustainable.

Two IDRC programmes (in the Information Sciences Division, Socio-Economic Information Systems Group) particularly address education issues, and may serve to illustrate the Centre's broader information and research strategies in other science and social science sectors.

(1) Education Programme

The education programme of the Information Sciences Division is part of a programme called 'Education, Language and Communication'. Projects supported by the Division include

-- information systems and services about education, and

-- information systems and services in support of certain specific types of education.

The Division also supports training and education programmes in the information sciences (below) as well as a number of extension services within subject-specific information systems: agricultural extension, and industrial extension are two examples. These notes highlight aspects of developing information systems on education and on vocational training.

Information systems on education

The bulk of the Division's support has gone to the establishment and expansion of the Latin American Network on Educational Research and Innovation (REDUC). From its inception, this network has emphasised the importance of close links between researchers and information personnel. Present support will help the network experiment with marketing of services, and with technologies to facilitate and speed up communication among the national participating centres.

The Division has also supported information activities of the International Education Reporting Service (IERS), and the Regional Review and Advisory Program in Education in Southeast Asia (SEARRAG). Specialised information systems and services pertaining to particular types of education, such as distance education, would also theoretically fit into this programme, but have not been supported to date.

Latin American Education Documentation. The function of the Chilean Centre for Educational Research and Development (CIDE) is to collect documents on educational research and to see that the results of that research are made available for national educational planning. Phase I of this project enabled the establishment of the Latin American Educational Documentation System (REDUC) to improve the flow of educational information among Latin American countries and between Latin America and the rest of the world. Phase II allowed CIDE to strengthen the general Co-ordinating Centre

of REDUC in Santiago. There are now 15 associated centres in 14 countries participating in REDUC. Phase III allowed CIDE to generate a computerised database of research abstracts within the REDUC network; to establish a training package; and to produce a newsletter as a mechanism for exchanging information within the network.

Vocational training

This small programme is primarily in support of information systems and services within regional vocational training institutes linked to the International Labour Organisation. Typically, services include printed specialised bibliographies, database searches upon request, and the production of training manuals. Two projects are currently active: one with the Asian and Pacific Skill Development Programme (Islamabad), and one with the Inter-Africa Centre for Vocational Training Development (Abidjan).

Asian and Pacific Skill Development Information Network (APSDIN). ILO's Asia and Pacific Skills Development Programme (APSDEP) centred in Islamabad was created to promote the development of vocational training. The project will establish five national vocational training documentation centres in South and Southeast Asia -- specifically India, Malaysia, Pakistan, Philippines and Sri Lanka, and strenghten their link with the regional co-ordinating centre of the Asian and Pacific Skill Development Information Network in Isalamabad. The project will foster a high degree of technical co-operation among the countries in the region, and will provide training in the form of short, specialised courses on information handling techniques. Apart from the normal information products of newsletter, union catalogues and select bibliographies, the project is expected to produce several specialised automated data bases on legislation, test questions and graphics related to vocational training.

African Information Network on Skill Development (AINSD). This project will equip the Centre Interafricain pour le developpement de la formation professionelle (CIADFOR) with an information system to facilitate the exchange of information on skill development between the 19 French-speaking states of West Africa. With the assistance of consultants, training courses and seminars, the project will reinforce the information processing capabilites of the staff at the Centre, and at national focal points, to enable them to gather, process and disseminate the appropriate information to decision-makers, government planners, administrators of training establishments, training personnel and workers. Information will be disseminated in the form of bibliographies, directories and information bulletins.

Vocational and technical training for technicians working in information sciences-related areas (micrographics, archives and so forth), is part of the Information Sciences Education programme (below).

(2) Information Sciences Education Programme

Information management is a major issue for planners and policy-makers in developing countries, and for the managers of information systems, including the directors of sectoral information networks, research documentation centres, national library systems, large university libraries, and national scientific and research centres. Critical areas of management skills required to run such services, and to manage information as a vital resource for development, need to be addressed, with emphasis placed on identifying the organisational problems that managers face, and training institutions which have the capacity to establish appropriate pre-qualification and in-service information training programmes.

These issues, within the general context of human resource development at many levels in the information sciences profession, were highlighted by African information professionals taking part in two workshops organised by the Information Sciences Division in 1987 to help to develop the Centre's information strategy for Africa. (The results of these colloquia are outlined in two volumes. The first collects the papers from the two sessions (published November 1988), and the second entitled Sharing Knowledge for Development: IDRC's Information Strategy for Africa, Ottawa, IDRC, will be published shortly.)

IDRC's general approach to some of the issues involved in training information professionals is suggested in the draft 1989-90 Program of Work:

> The Information Sciences Education program supports training at various levels and specialties in the information field, but concentrates on building regional capabilities for continuing and higher education in the information sciences: the design and implementation of modern curricula for full-length courses for professionals, especially in Africa and the Caribbean; and short-term specialist courses for practitioners, most recently in the Asian region. Responses to the need to train information professionals in management skills are currently under exploration, as one of the priority needs identified during the Division's Africa Strategy initiative. The program will also respond to the related issue of information resource sensitization for planners, decision-makers, researchers and development practitioners, in the context of the Centre's concern for the utilisation of research results.

Historically, the programme has developed along two dimensions: establishing training programmes for librarians and information specialists; and curriculum development, aimed at supporting the provision of formal degree and post-graduate education for future managers of information systems. The challenge of designing appropriate curricula for full-time students is matched by that of supporting short-term courses for practitioners, emphasising human resource development to ensure effective implementation and maintenance of libraries, archives and other information and records systems. Both emphases are important. Support may be most usefully directed to short-term, time-bound, focused activities -- complemented by developing local capabilities for short courses for practitioners in the information professions.

IDRC is funding a variety of activities oriented to training information professionals, as the following project outlines illustrate.

Establishment of a regional school of information studies for Africa. This project will establish a School of Information Studies for Africa at Addis Ababa University, offering a regional postgraduate programme leading to a Master of Science degree in Information Science. The programme is intended to serve 19 East and Southern African countries.

Postgraduate training in information sciences in Anglophone Africa. The report of the joint UNESCO/IDRC mission to examine the feasibility of establishing a regional post-graduate programme for training information professionals included an overview of the information resources and training needs of eight African universities in six countries (Ethiopia, Ghana, Kenya, Nigeria, Zambia and Zimbabwe). University staff from the Universities of Ibadan and Addis Ababa undertook study tours within Africa and abroad, and were trained in modern information science theories and practice in Canada and the United States. Regional curriculum development workshops for the School of Information Studies for Africa (Addis Ababa University) and the African Regional Centre for Information Science (University of Ibadan) received support.

Curriculum review. Workshops at the Asian Institute of Technology, Bangkok, and the University of the West Indies, enabled regional information specialists to discuss specific local requirements for information science education in their own regions, and discuss North American trends and experience with Canadian colleagues.

IDRC and the International Federation of Library Associations (IFLA) worked with the Chinese Society of Library Science to support an international seminar on Education and Research in Librarianship and Information

Science, and brought together professional information science educators and senior professionals from China, the Western world, and developing countries to discuss the needs of modern library and information science curricula.

In-service technician training. Because of the economic and climatic conditions in Africa, micrographics are used to store important information in all national, regional and international bibliographic systems on the sub-continent. This project will provide training to improve the competence of a group of 10-15 technicians in using and maintaining micrographic equipment, as well as in training other users. Two Malian technicians will be trained in Ottawa to improve their quality control and teaching techniques. With support from a Canadian technician, they will mount a training workshop in Bamako on micrographic operations and equipment. Participants will come from institutions with laboratories equipped, partially or entirely, by IDRC.

POST-SECONDARY EDUCATION IN THE SMALL STATES OF THE COMMONWEALTH

by Steve Packer

INTRODUCTION

This paper has three main objectives:

-- to provide an overview of post-secondary education in the small states of the Commonwealth
-- to outline the critical issues for small countries in developing post-secondary education
-- to indicate existing forms of co-operation, and highlight directions and potential for co-operation in the next decade.

The term 'small states' is defined in a variety of ways, and using different criteria. In this paper, it applies to countries with populations under two million. The term post-secondary is used rather than 'tertiary' or 'higher education' because it more accurately encapsulates the diversity of offerings in small countries, encompassing upper secondary or university entrance programmes, degree level courses, technical, vocational and professional training programmes, and in-service upgrading, outreach and extra mural provision. 'Co-operation' is used in its broadest sense, to include international aid programmes, institutional linkages, and various networks and associations.

THE SMALL STATES OF THE COMMONWEALTH

In purely numerical terms, the world is a world of small states. Over half of the world's nations have a population of less than five million. The Commonwealth Secretariat's annual publication Basic Statistical Data on Selected Countries (with populations of less than 5 million) includes information on 81 countries and territories (1). There are 35 members of the United Nations with a population below one million. Twenty-eight of the 48 independent countries of the Commonwealth have a population below two million; 17 have less than 250,000, and nine less than 100,000. (The 17 Associated States and Dependencies, with the exception of Hong Kong, all have populations less than 100,000, see Annex 1.)

The small independent states of the Commonwealth are diverse in terms of their population (Lesotho 1.5m, Tuvalu 8,000), land area (Botswana 600,000 sq km, Nauru 21 sq km), and relative prosperity (Brunei Darussalam per capita income US$17,570, The Gambia US$230), and by virtue of location and history, greatly contrasted in culture, language, and social and political organisation.

Geographically, four of the 28 countries are coastal states on a large land mass (Belize, Brunei Darussalam, The Gambia and Guyana). Three are landlocked countries in Southern Africa (Botswana, Lesotho and Swaziland). Five are single, relatively compact islands (Barbados, Cyprus, Dominica, Nauru and St Lucia). A further seven are composed of a major island with one or two outlying islands (Antigua and Barbuda, Grenada, Malta, Mauritius, St Kitts and Nevis, Trinidad and Tobago, and Western Samoa). The largest group of nine countries are archipelagos (The Bahamas, Kiribati, Maldives, St Vincent and the Grenadines, Seychelles, Solomon Islands, Tonga, Tuvalu and Vanuatu).

Given this diversity, is it appropriate to consider development strategies under the small states rubric? Recent work by the Commonwealth Secretariat suggests that there are indeed many commonalities which centre on the economic, political and cultural vulnerability of these small states, and on the strengths which derive from the small, relatively cohesive nature of their societies. Some significant commonalities have been identified (2):

-- open economies which depend on external trade in a narrow range of goods and services; volatile external markets over which governments exercise little or no control; weakly integrated external and internal economies
-- growing strategic significance
-- significant external cultural penetration
-- inability to provide a full range of specialist social services
-- small, closely knit societies, tending towards personalised government and administration.

It is possible to identify with increasing accuracy the way these characteristics impact on educational development in small states. Their size has made it difficult to develop specialist educational facilities and options at the national level. Their economic vulnerability has demonstrated the need for multi-purpose education institutions to provide education and training which fosters flexiblity and polyvalence, and for teachers at school levels particularly to have competence in different subjects, for different age levels. Special professional and management problems exist for education systems in archipelago countries, but in all small states the functioning of multi-purpose ministries responsible for education requires that senior education officials adopt multi-purpose roles, and that special attention should be paid to providing appropriate development

opportunities for senior education managers. Importance must be placed on subregional and regional co-operation in systems which rely heavily on external assistance for national and regional educational provision.

These considerations give rise to a difficult balancing act. Small states are anxious to increase their indigenous educational capacity, but to do so in such a way that specialised external opportunities are not prejudiced.

AN OVERVIEW OF POST-SECONDARY PROVISION IN SMALL STATES

Formal post-secondary provision in small states is organised in four categories: regional universities, national universities, multi-purpose post-secondary colleges, and specialised training institutions.

Regional Universities

Two regional universities serve the small states of the Commonwealth: the University of the West Indies (established 1949), and the University of the South Pacific (established 1968). A third, the University of Botswana, Lesotho and Swaziland, has divided into its separate national components.

The University of the West Indies (UWI) is supported by 14 independent states and dependent territories, and serves other countries in the region, most notably Guyana. Degree courses are offered in eight faculties (agriculture, arts and general studies, social science, education, engineering, law, medicine and natural science) at three campuses in Jamaica, Trinidad and Tobago, and Barbados. In 1986-87 there were 7621 full-time students, of whom 52 per cent were women, and 3216 part-time students, 58 per cent of them women. The University has extra mural centres in the campus countries, and in eight other locations. UWI's Distance Teaching Experiment (UWIDITE) links the three campus sites and four extra mural centres using a leased telecommunications system.

The University of the South Pacific (USP) serves eleven countries from its main campus on Fiji, with four schools (agriculture, humanities, pure and applied sciences, and social and economic development) and seven institutes (education, marine resources, natural resources, Pacific studies, research, extension and training in agriculture, rural development, and social and administrative studies). There is a Rural Development Centre in Tonga, and a Pacific Languages Unit in Vanuatu. In 1989, there are 2163 full-time students, and 3600 extension students. There are national extension centres in all but Tokelau to support USP's extension programmes.

National Universities

There are national universities in eight of the Commonwealth's small states:

-- The University of Botswana, established in its present form in 1982, enrolled 1700 full-time and 357 part-time students in 1986-87 in four faculties (education, humanities, social sciences, and science)

-- The University of Brunei Darussalam, established in 1985, enrolled 345 full-time students in 1986-87 in arts and sciences, and education

-- The University of Guyana, established in 1963, enrolled 1188 full-time and 587 part-time students in 1986-87, in seven faculties (agriculture, arts, education, health science, natural science, social science, and technology)

-- The National University of Lesotho, established in its present form in 1975, enrolled 1064 full-time students in 1987-88, in five faculties (education, humanities, law, science and social sciences)

-- The University of Malta, founded in 1592, enrolled 1867 full-time and 672 part-time students in 1987-88, in nine faculties (architecture and civil engineering, arts, dental surgery, education, law, management studies, mechanical and electrical engineering, medicine and surgery, and science)

-- The University of Mauritius, established in 1965, enrolled 209 full-time and 433 part-time students in 1986-87, in three schools (administration, agriculture and industrial technology)

-- The University of Swaziland, established in its present form in 1982, enrolled 1287 full-time and 311 part-time students in 1986-87, in five faculties (agriculture, education, humanities, science, and social science)

-- The National University of Samoa, established 1984, offers courses in education, and a university preparatory year; approval has been given for BA and BSc programmes and for courses in commerce and accountancy. Enrolment figures are not available.

The Atenisi Institute and University in Tonga is a private institution which provides a traditional and classical education. The Ministry of Education in Cyprus has announced the opening of a new university in Nicosia in 1990.

Multi-purpose Post-secondary Colleges

Post-secondary provision in small states has been characterised over the past ten years by the evolution, especially but not exclusively in non-campus countries, of post-secondary colleges offering a variety of technical, professional, academic and recreational programmes. These multi-purpose colleges often result from the amalgamation of existing, smaller training colleges and include the Antigua State College, Barbados Community College, Bermuda College, the Clifton Dupigny Community College in Dominica, Grenada State College, Sir Arthur Lewis Community College in St Lucia, Gambia College, Seychelles Polytechnic, and the Solomon Islands College of Higher Education. Active consideration is being given to bringing together existing training colleges and institutions in Kiribati, St Vincent and the Grenadines, and Western Samoa.

Specialised Training Institutions

Small training institutions have been established to meet specific training needs, most notably in education, nursing, tourism, seamanship and craft skills. Several examples will illustrate the pattern which is typical of many countries, especially those which have not amalgamated institutions into a single college.

Kiribati: Tawara Teachers College; Tarawa Technical Institute; Marine Training Centre

St Vincent and the Grenadines: St Vincent and the Grenadines Teacher Training College; the St Vincent Technical College; the St Vincent School of Nursing; Layou Trade School

Maldives: Science Education Centre; Institute for Islamic Studies; Vocational Training Centre; Allied Health Service Training Centre; Institute of Teacher Education.

CRITICAL ISSUES FOR POST-SECONDARY EDUCATIONAL DEVELOPMENT

This section explores in outline some of the critical issues and challenges facing the development of post-secondary education in small states, in order to provide a context for comment on different forms of co-operation.

Post-secondary Education and Human Resource Development

Human resource development is recognised as critical for national development in small states, not least in countries which are poor in natural resources and afflicted by constant economic uncertainty. Speaking recently about the development imperatives facing the Caribbean, Alister McIntyre, Vice-Chancellor of the University of the West Indies suggested that

> the CARICOM countries may be moving into the last decade of this century, and into the next one, with a serious accumulation of unmet development needs, with a diminished capacity to provide for them.... Future growth will very much depend on whether we can successfully make the transition from a pattern of development principally dependent on natural resources, to one dependent on human resource and knowledge. This will require a major strengthening of our capacity to acquire, adapt, develop and utilise technology. We have to look increasingly towards science, technology, management and organisation as key ingredients of the development process (3).

Post-secondary education is recognised as being critically important to the development process not only because it supplies scarce, high level manpower, but also because it enhances the capacity of people at various levels to contribute to national development. The Maldives Education and Human Resource Development Plan of 1985 reflects this duality of purpose:

> a balance has to be sought in the development of human resources: (1) to meet the skilled manpower needs of self-reliance and growth, and (2) to provide the entire population with the necessary knowledge, skills and attitudes to participate fully in the development process through self-employment, basic needs fulfilment, and improved access to vital social services like health, nutrition and social welfare (4).

At the post-secondary level, the challenge is to give viable institutional form to the appropriate education and training response.

The Development of the Multi-Purpose College

Many small countries, and particularly those with no university campus, have consolidated post-secondary provision by amalgamating a number of smaller training institutions into a single, national, post-secondary college. The Solomon Islands College of Higher Education, for example, drew together the Honiara Technical Institute, Solomon Islands Teachers College, the Marine Training School, the School of Nursing, and the Public Service Training Centre.

This process of consolidation allows a focal point to develop, a critical mass of knowledge, expertise and equipment, for the delivery of educational services to a wider national cliente, and makes possible economies of scale as staff and material resources are shared across programmes. A centrally-managed institution with a range of education and training resources is often better placed to respond flexibly and imaginatively to new training requirements than single, specialist training institutions.

National identity is substantially enhanced by the creation of a prestigious institution with the capacity to provide academic courses which were previously the preserve of overseas institutions, often at less cost than at a regional university.

There are high expectations for these colleges. Their mandates are broad, signifying the importance attached to their human resource development role. The Sir Arthur Lewis Community College in St Lucia, for example, is mandated to

-- provide a range of middle level vocational, first year degree, and part-time special interest courses
-- meet comunity learning needs in a wide range of abilities, interests and ages
-- ensure flexibility with regard to timing and admission policies
-- broaden relationships with the community and support outreach activities (5).

A major challenge for small countries over the next decade is to strengthen and develop their national colleges, including their infrastructures, the professional, teaching and administrative skills of their staff, and more generally their capacity to respond to national human resource development needs at various levels.

Education, Training and the Labour Market

The paucity of accurate labour market forecasts seriously constrains the ability of national colleges to respond to manpower needs. Recent reports on the Caribbean for example, have noted an absence of detailed data about the existing labour force, skills availability and requirements, and labour market conditions. A Caribbean Development Bank project (in collaboration with ILO) for the OECS (Organisation of Eastern Caribbean States) is trying to improve capacities at the national and sub-regional levels to establish labour market information systems and training needs assessment. Even where data is available, the volatility of small state economies makes it difficult for formal educational institutions to respond quickly and appropriately to changing conditions. A recent paper on the Solomon Islands notes that

> one changed investment decision and the outlook for the economy can be significantly changed.... In such a small economy, a single unforseen investment can transform the demand for manpower in a specific set of occupations. It is consequently necessary to stress the flexibility of education and training planning. The courses and institutions developed must be capable of responding to changing circumstances (6).

International Credibility

At the same time as small countries are wishing to raise the status and the level of their post-secondary offerings, there is a concern that their courses and qualifications are acceptable internationally. A recent paper on Tonga suggests that

> there is need to create a system of higher education that would meet Tonga's long-term as well as short-term high level manpower requirements at levels and standards of excellence that would guarantee and confer international recognition and credibility (7).

A not insignificant factor here is that for many small countries, exporting skills remains an important component of educational and economic development planning, however ambivalent countries may feel about it. This is especially true of the microstates which depend heavily on remittances of earnings from nationals working abroad or at sea.

One response to this need for international recognition has been to enter into agreements with the regional university. In the Caribbean there is an increasingly complex pattern of relationships whereby national institutions may be affiliated to the University of the West Indies which can

-- validate courses for an award of the University of the West Indies
-- moderate and endorse courses as being appropriate for university entry
-- give credit for courses taken at a national institution in relation to its own courses.

In the 1990s, these relationships may well extend beyond the regional university. The Bahamas and Bermuda, for example, have developed similar links with North American institutions. The North American educational market is attractive for its flexiblity and the diversity of its offerings compared to the greater rigidity of some inherited educational models.

Reassessing the Role of Regional Universities

The Universities of the South Pacific and the West Indies have played an important role in the provision of higher education to 25 small states. A recent book on Pacific universities has however noted that

> regional solutions to national problems are less popular today than a decade ago, not to the extent of neglecting regional facilities, but of insisting on more national-based facilities. The biggest problem with regional solutions has been the equitable distribution of benefits and costs. Countries which are not headquarters to such institutions have come increasingly to the conclusion that the

> headquarters country is the main beneficiary and that others are progressively marginalised. Thus they look increasingly to national or bilateral solutions (8).

A recent institutional review of the University of the West Indies underlined the same point:

> The situation is now rapidly changing as these countries [the member countries of the University] realise that many of the needs that they have expected UWI to fill in the past might eventually be filled more economically and more appropriately by a national tertiary institution... or perhaps by a sub-regional programme.... These developments point to the need to reassess the University's role within the total education system in the region, particularly with respect to its relationship with these emerging tertiary institutions, and the balance of its own programmes, including the relative emphasis to be placed on undergraduate and postgraduate work (9).

One response of the University of the West Indies has been to establish Offices of University Services for the Eastern (Cave Hill) and the Western (Mona) Caribbean with the specific objective of assisting non-campus countries improve their access to tertiary level education and in developing their own national post-secondary systems.

In the South Pacific, distance education has been seen as a particularly significant means of extending educational opportunities through the development of national extension centres, the use of satellite technology, and the provision of courses at certificate, diploma and degree levels.

In the 1990s, the regional universities will face difficult decisions about their role with respect to the decentralisation of facilities, the provision of advisory and consultancy services, research and development functions, and more generally reassess their roles within the total education system not only of the region, but of an even wider network of educational linkages and networks.

Diversifying International Linkages

The post-secondary scene in small states is becoming more complex and linkages are becoming more diverse. Sub-regional groups such as the OECS countries and the Polynesian countries are developing closer educational links. Some efforts are also being made in the Indian Ocean, a part of the world which does not have a history of functional co-operation. The emphasis in these activities is to agree on some measure of rationalisation of scarce education and training resources.

OECS countries have agreed that business education should be focused in Antigua, and technical teacher training in St Lucia. Under the Consortium on Pacific Education (COPE), assisted by the Pacific International Centre for Higher Technology Research (funded by the USA and Japan), American Samoa, Western Samoa and Tonga will co-operate by networking their post-secondary institutions. Agreement has already been reached that Tonga should be the sub-regional centre for maritime studies, American Samoa for computers, and Western Samoa for maths and science.

There will be many more bilateral and institutional links. A recent series of projections for the South Pacific suggest there will be

-- continuing expansion in the range of countries to which island students go, with Japan, France and possibly Singapore being the most significant growth points, with potential for the USSR, China and other socialist countries in a new though lesser role;

-- expansion in the volume of courses taken from metropolitan institutions whilst resident in the islands, using correspondence, satellites, extension branches in islands and combined use of distance education and visits to metropolitan institution summer schools; and degrees involving a combination of courses from island and metropolitan centres;

-- rapid expansion in countries opening univerity education as an advertised, freely marketed product, especially by private universities. Australia and the United States are becoming active in this way, but New Zealand, Japan, Canada and South Korea are also likely to be involved, and Singapore is considering a change of policy which could lead to its becoming an important centre for international education (10).

Retaining National Identity

Small states are vulnerable to many external influences which directly or indirectly have cultural implications. To offest some of the more undesirable elements, small states are anxious that their own post-secondary institutions should be conceived in such a way as to both meet development needs and sustain national identity. Le Iuniversite Aoao O Samoa (The National University of Samoa) exemplifies this concern when it emphasises to first year students the importance of consolidating 'their understanding of Samoa, in language and culture ... [in] self-discipline, budgeting of time and money, and other self resources; self identity and gaining confidence, and for a little of patriotism, are amongst these preparations for students (11). Tonga too emphasises 'a strategy for higher education which is uniquely Tongan, which can provide appropriate and relevant training in accordance with the specific developmental needs of Tonga (12).

This is a very difficult balancing act: How to develop an allegiance and a concern for things national whilst exploiting and benefiting from the wider international education network.

CO-OPERATION

The evolution of post-secondary provision in small states has been characterised by both a determination to enhance and diversify national provision as well as by a search for a range of more flexible linkages with educational partners at the sub-regional, regional and international levels. The pattern of linkages is becoming increasingly complex as Figure 1 (page 12), based on the Caribbean and South Pacific, illustrates. Nine 'actors' are recognised in the model, but to this incomplete list could be added the churches, private foundations, development banks, and so on. Most of these linkages have their own particular genesis and their own forms of management, even separate bureaucracies. There is no one body which has an overview of these linkages within a region, or a capacity or mandate to regulate or co-ordinate this diverse range of activities. Within individual small states, and especially within ministries of education, the management of educational linkages is extremely time-consuming for senior administrators, who are small in number and have little or no experience of either the management of post-secondary education or the administration of overseas projects.

Brief consideration is now given to the specific components of cooperation, very broadly defined.

International Aid

The expansion and diversification of post-secondary education depends on international aid. The refurbishment and expansion of institutions depends on bilateral and multilateral assistance particularly in the form of capital project aid, technical assistance, and scholarships and awards for staff. Most post-secondary institutions have developed with bilateral help. Australia and New Zealand have been particularly active, along with West Germany, Japan and Britain, in the South Pacific; Canada, Britain and the United States, and to a lesser extent West Germany, in the Caribbean.

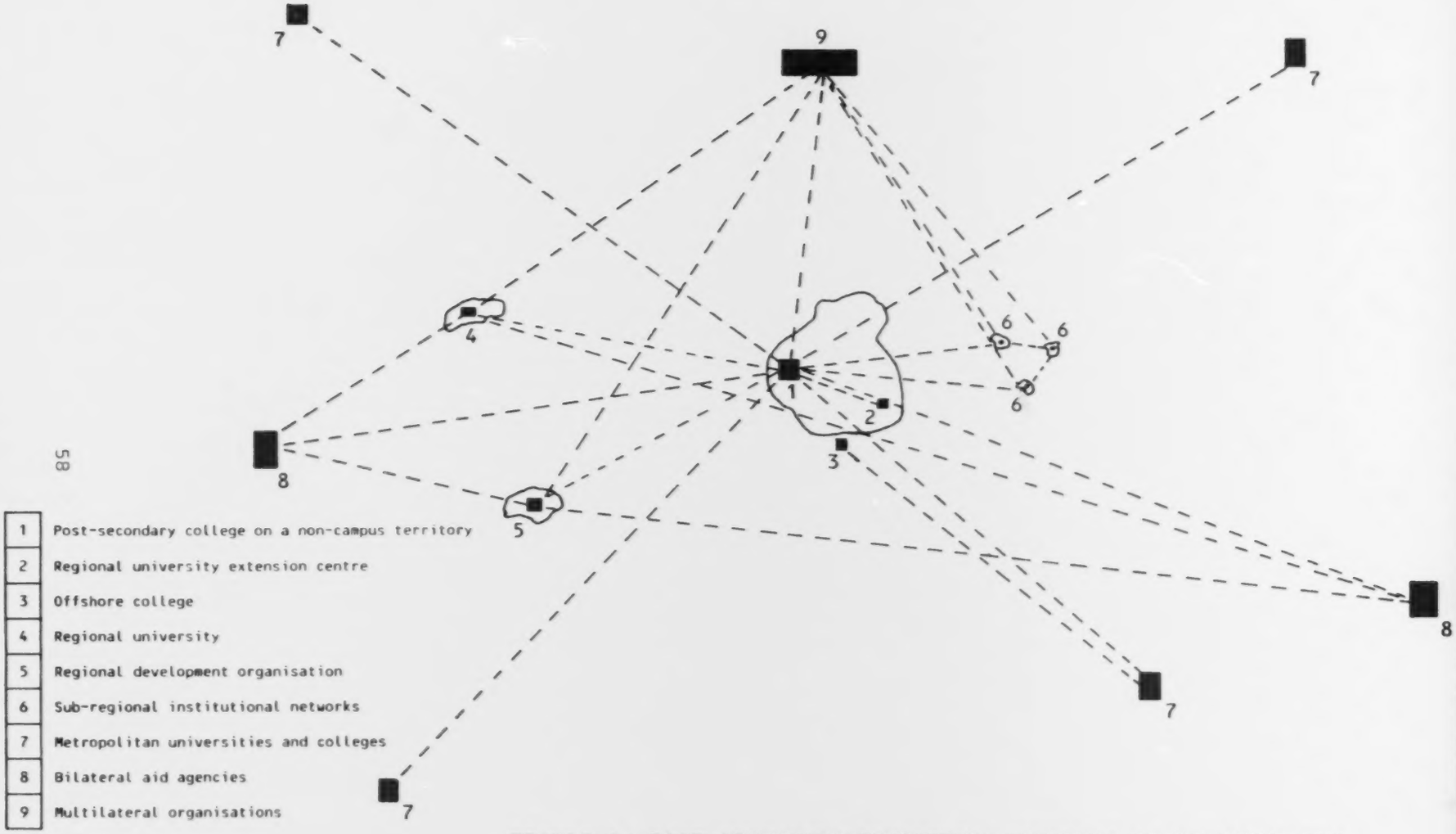
1 Post-secondary college on a non-campus territory
2 Regional university extension centre
3 Offshore college
4 Regional university
5 Regional development organisation
6 Sub-regional institutional networks
7 Metropolitan universities and colleges
8 Bilateral aid agencies
9 Multilateral organisations

FIGURE 1: POST-SECONDARY EDUCATION: PATTERNS OF NETWORKS AND LINKS (CARIBBEAN AND SOUTH PACIFIC)

It is virtually impossible to quantify this assistance and no attempt is made to do so in this short paper. Perhaps one typical example will serve to show the developmental significance of external aid.

> Kiribati (population 66,000) has three post-secondary institutions: Tarawa Technical Institute, Tarawa Teachers College, and the Maritime Training School. In the Sixth National Development Plan, 1987-1991, strengthening the country's educational infrastructure is identified as a priority. All three institutions require refurbishment and expansion of facilities, better equipment and educational materials and resources, support for expatriate staff, and training opportunities for national staff. A recent ADB-financed study by the ILO explored the possibility of institutional amalgamation/co-operation in the interests of cost-effectiveness and efficiency. These activities will depend on external assistance. The total budget for the Kiribati education and training sector is approximately A$13m, of which the post-secondary sector seeks approximately two-thirds. Britain, Canada, Australia, West Germany and New Zealand are identified as the countries most likely to support this phase of revitalisation and expansion.

Multilateral aid agencies have traditionally been less supportive of post-secondary programmes than other education subsectors, but this is changing. The European Commission, for example, is currently assessing an OECS request to upgrade post-secondary institutions in the seven member countries, conjointly with a series of regional programmes in teacher training, laboratory development and library upgrading. The World Bank has recently shown signs of interest in post-secondary policy options in the South Pacific. It is financing a major regional project in the Caribbean through the Caribbean Development Bank in technical and vocational education.

This kind of assistance is critical, and will remain so. By world standards, the amounts involved are very small. And yet for some states, these are major inputs which their own national budgets cannot address. Nevertheless, at the pan-Commonwealth meeting on educational development in the small states of the Commonwealth (Mauritius, 1985), representatives from a sample of small countries articulated the difficulties they experience in securing and managing development aid for education:

-- agencies treat small states as scaled-down versions of large countries, requiring masses of detail for lengthy procedures
-- small states often face the task of developing projects with a number of components funded by different agencies with different procedures and reporting requirements
-- some aid projects are tied to overseas institutions when regional ones could do the job

-- evidence from the Caribbean suggests that up to 80 per cent of funding may find its way back to the donor country, rather than supporting local expertise or the purchase of local goods and services
-- small states lack information about donors.

A recent paper on multilateral assistance in the South Pacific by one agency official has argued for

> a less wooden, more understanding approach to co-operation on the part of the donors, and an increased appreciation on the part of the recipient that scarce resources wasted are scarce resources deprived from the needy (13).

He goes on to argue for project support that utilises regional expertise and which is grounded in the use of national co-ordinators who have the opportunity to interact periodically and regionally. Projects must take into account the mercurial nature of staffing and programmes and, he suggests, depending on the level of the project, take careful account of local language requirements.

Sub-regional Networks

There is evidence that smaller, more flexible arrangements among small groups of nations at the sub-regional level may be on the increase. Mention has already been made of the Consortium on Pacific Education (COPE) which was formally initiated in late 1988 between Western Samoa, Tonga and American Samoa. The Consortium, with its main office in American Samoa, will address the post-secondary needs of the three countries through support for their post-secondary institutions. It is described as an exercise of sharing resources through strengthening indigenous institutional capacity; exchanging data, procedures, information, research findings, students and faculty; reducing costs through shared training and technical assistance programmes; identifying specific institutions for selected areas of specialisation, thus avoiding duplication; reducing administrative overheads by centralising support services and minimising duplication; collectively seeking assistance from funding agencies.

The development arises because of perceived weaknesses in regional provision, but serves nevertheless to complement broader South Pacific links through bodies such as the South Pacific Commission and the University of the South Pacific (for Tonga and Western Samoa).

A similar development is observable in the countries of the Eastern Caribbean through the OECS which includes Antigua and Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, St Kitts and Nevis, St Lucia, and St Vincent and the Grenadines. It was formed in 1981 to further co-operation at the regional and international levels. Post-secondary education is pinpointed as a key area for practical co-operation. OECS pushed successfully

for the establishment of a UWI Office of University Services for the Eastern Caribbean, to secure the interests of the non-campus countries and there is, as well, an OECS Council of Tertiary Education. One of the organisation's current priorities is to seek substantial European Comunity funding for the expansion and refurbishment of national post-secondary colleges.

These groupings of similarly sized countries (all the countries in the two examples have populations less than 200,000) have the potential to co-operate in the rationalisation of their post-secondary provision and to act co-operatively in the management of the external relationships in support of national institutional development. At the same time, they establish yet another layer of activity within an increasingly complex set of regional relationships.

Regional Co-operation

The two regional universities -- the University of the West Indies, and the University of the South Pacific -- are currently having to reassess their key functions in relation to the human resource development needs of their constituent members. This process of redefinition and realignment is likely to require a stronger role for the universities in developing national capacities by providing advisory and consultancy skills, preparing training packages for use in national colleges (possibly using distance education), designing flexible courses and programmes involving national institutions, and extending the universities' applied research and professional training role.

There is some evidence that at the professional level regional networking and co-operation are thought to be useful in carrying out these activities. The establishment of CATVET (Caribbean Association for Technical and Vocational Education and Training, bringing together senior staff from post-secondary institutions in the region) offers a network for information-sharing and professional development. The network has been strongly supported by the Association of Canadian Community Colleges.

The co-ordination and development of examinations is another area where practical co-operation at regional level has potential and is in fact well established. The Caribbean Examinations Council (established 1972) serves 15 countries. Traditionally oriented to the schools sector, the CXC is looking at the feasibility of developing syllabuses and examinations for a Caribbean Post-secondary Education Certificate to fulfil the requirements for entrance to univerities and professional bodies.

In the South Pacific, the South Pacific Board for Educational Assessment was established in 1978 and although it has not performed the same role as CXC, it does offer specialist services for the development of national asessment expertise.

The major regional organisations of the Caribbean and the South Pacific -- CARICOM, the Pacific Forum, and the SPC -- all have a human resource development component to their work (the Forum the least of the three) but have not focused on post-secondary education.

Institutional Linkages with Metropolitan Countries

Another phenomenon of importance for small states is the establishment of direct links between their post-secondary institutions and tertiary institutions in metropolitan countries. This is perhaps most evident in the Caribbean, but is a trend which will develop elsewhere over the next decade.

Sir Arthur Lewis Community College in St Lucia has close links with St Lawrence College in Canada, financed by CIDA and judged by the Community College to be the most productive and successful of its type in the region. The link's main objective is staff development through staff exchanges. By 1988 Sir Arthur Lewis had been able to mount a two year regional course for OECS in technical teacher training; undertake outreach activities to develop small business and entrepreneurial skills; initiate a continuing education programme; explore the establishment of cross-crediting between the two institutions; and upgrade the skills of some members of staff in the technical and vocational areas.

This kind of linking relationship is on the increase, supported in the Caribbean by the work of the ACCC, with support from CIDA. The art and science of the relationship is to ensure that it genuinely relates to the institutioal development of the small state; that there are benefits for both institutions; and that it is well managed and properly monitored.

There is evidence too that small state colleges whilst continuing to negotiate new relationships with regional universities, will also enter into admission and transfer arrangements with metropolitan institutions. Bermuda College, for example, has close links with three Canadian universities. Acadia University will consider for admission, at the third level, applicants from Bermuda College who have completed the Diploma in Arts and Science. Dalhousie University and Mount Allison issue schedules of courses for which credit will automatically be granted.

This trend too will need to be watched with care, to ensure that the final qualification provides the international credibility which small countries are anxious to maintain.

Intra-regional Co-operation

An emerging trend is to recognise that there may be merit in increasing links between small states in different regions of the world. This has been one objective of recent Secretariat work.

The Commonwealth Fund for Technical Co-operation has supported linkages between agricultural faculties in the South Pacific and the West Indies. Recent Commonwealth Education Programme metings have highlighted the advantages which countries like the Maldives and Seychelles can derive from linkages with countries operating at a scale similar to their own when their normal geopolitical grouping is with countries on a much larger scale.

There may be limited scope for this kind of linking at present -- it is relatively costly -- but the experience of small countries around the world in terms of institutional development, distance education, meeting the needs of scattered archipelago communities, and providing flexible programmes in technical and vocational education deserves to be better understood and documented, and made more generally accessible.

CONCLUSIONS

This paper has been a hedge-hopping exercise to give something of the flavour of the complex pattern of interrelationships which currently characterises the evolution of post-secondary education in small stages. If broad conclusions can be drawn, they suggest that the predicament of small states is of a different order to that of large countries.

-- It is the challenge of smallness of scale which confronts small states.

-- It is getting the balance right between national provision and external opportunities, and of getting the right mix and linkage between the two.

-- It is getting a delicate but workable balance between national political and cultural pressures for the expansion of national institutions against the benefits to be derived from a co-ordinated and rationalised regional response to post-secondary needs.

-- It is to do with establishing machinery to manage external linkages, to understand the requirements and procedures of donors, and to be aware of the strengths and weaknesses of overseas institutions.

The Commonwealth has a unique comparative advantage in its understanding of the development needs of small states. Any further initiative in support of higher education co-operation in the Commonwealth must take account of the particular circumstances of this singular constituency. This requires a much improved data base on the current situation in post-secondary education, the co-operative mechanisms which are in place, and the critical needs which have been identified for post-secondary development in member countries. It requires a variety of activities in support of small state institutional development and increased opportunities for intra-regional linkages.

ANNEX 1

COMMONWEALTH INDEPENDENT COUNTRIES, ASSOCIATED STATES AND DEPENDENT TERRITORIES WITH A POPULATION OF UNDER TWO MILLION

REGION	POPULATION [1]
Africa	
Botswana	1,070,000
The Gambia	737,000
Lesotho	1,515,000
Swaziland	788,000
Asia	
Brunei Darussalam	224,000
Caribbean	
Antigua and Barbuda	78,000
The Bahamas	234,000
Barbados	252,000
Belize	159,000
Dominica	78,000
Grenada	96,000
Guyana	806,000
St Kitts and Nevis	43,000
St Lucia	136,000
St Vincent and the Grenadines	119,000
Trinidad and Tobago	1,187,000
Anguilla	7,000
Bermuda	79,000
British Virgin Islands	13,000
Cayman Islands	20,000
Montserrat	12,000
Turks and Caicos	10,000
Indian Ocean	
Maldives	178,000
Mauritius	1,036,000
Seychelles	65,000
Mediterranean	
Cyprus	660,000
Malta	360,000
Gibraltar	29,000

South Pacific	
Kiribati	64,000
Nauru	8,000
Solomon Islands	267,000
Tonga	97,000
Tuvalu	8,000
Vanuatu	134,000
Western Samoa	163,000
Cook Islands	23,000
Niue	3,000
Tokelau	2,000

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STAFF DEVELOPMENT : IDP AND THE SOUTH PACIFIC

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IDP, the International Development Program of Australian Universities and Colleges, is Australia's international higher education organisation. The IDP concept - first expressed in an agreement between the Australian Vice-Chancellors' Committee and the then Department of External Affairs in 1969 which formed IDP's predecessor, the Australian-Asian Universities' Co-operation Scheme - was based on the belief that by working together Australian institutions could make their most effective contribution to the development of educational institutions overseas.

This activity became known as the IDP Core Program, which in 1988/89 is supported by an annual allocation of $7.6 million in the Australian aid budget, through the Australian International Development Assistance Bureau (AIDAB), and aims to strengthen the teaching, research and administrative capacities of universities in neighbouring developing countries.

IDP now maintains an extensive and varied range of programs of exchange and co-operation between Australian universities and colleges and universities in South-East Asia and the Pacific, many of which have been developed over a period of 20 years. In planning these programs, IDP depends on two sources of information and advice:

- reports of Australian academic consultants appointed by IDP to oversee the programs;
- annual planning and review missions to each country during which academic details are discussed with the Vice-Chancellors, senior academic and administrative staff, and policy issues explored with government officials responsible for education and for economic planning.

IDP's activities are directed towards institutional strengthening through staff development. Although books, equipment and infrastructure support may be supplied as part of an integrated program, the prime focus is on the development of human resources. Through discussions with their counterparts in the target institutions, IDP consultants recommend a variety of training and institution strengthening activities:

- secondments of Australian staff to participating facilities or institutions;

- visiting assignments by Australian staff;

- short courses led by Australian staff;

- fellowships for overseas staff tenable in Australia;

- study visits and training visits to Australia by overseas staff;

- joint research;

- preparation and publication of textbooks and teaching manuals; and

- intensive courses and projects.

The IDP programs of cooperation and exchange are continually monitored and adjusted so that the inputs, the targets and the frequency and nature of the activities respond sensitively to the resources available and to the needs and capacities of the participating universities. Over the years, IDP has developed a measured, deliberate, low profile approach with modest but effective resource inputs and achievable targets within a time frame for each participating university of up to ten years. The annual review meetings are designed to adjust activities in the light of monitoring of progress usually within the framework of a rolling triennium.

In addition to its core program, IDP is engaged in a range of activities, all within the broad area of human resource development, but for which the funding source may be agencies such as the World Bank or Asian Development Bank, home governments or, in the case of fee-paying students, individuals. These activities include:

- Fellowship administration (selection, placement, travel, monitoring, payment of allowances, follow-up)

- Information, counselling and application processing of prospective students through the IDP overseas office network

- Project management

- English language testing and training

- Appointments Service

- Consultancies

In the case of AIDAB funded projects (other than the Core Program), IDP works within the framework of a Record of Understanding with AIDAB for the Provision of Specified Services;

a contract is entered into within which IDP may appoint an implementing institution. It is by such an arrangement that IDP manages a special program of assistance to the University of the South Pacific (USP).

USP was founded in 1970 with support from the Australian, British and New Zealand governments. It now serves the higher education needs of eleven independent and/or self-governing countries in the South Pacific. In addition to its main Laucala campus in Suva, Fiji, USP has a second campus (Agriculture) in Western Samoa, a Rural Development Centre in Tonga, the Pacific Law Unit and the Pacific Languages Unit in the impressive new New Zealand funded University Centre in Vanuatu, an Atoll Research Unit in Kiribati, the applied research arm of the Institute of Marine Resources in the Solomon Islands, the Regional Extension Centres in the Cook Islands, Niue, Western Samoa, Tonga, Fiji, Tuvalu, Kiribati Nauru, the Solomon Islands, and Vanuatu. It is clear that the University as a regional institution provides a breadth and depth of higher education service that is beyond the capacity of its member countries to offer individually.

In February and March 1983, at the invitation of AIDAB, a policy mission visited USP in order to determine:

(i) how best USP could be assisted in the further definitions of its long-term development plans;

(ii) how Australia could best assist USP in implementing a broad range of capital developments and recurrent activities; and

(iii) what role IDP might play in the above programs of assistance.

The mission spent three weeks in the South Pacific, visiting Fiji, the Solomon Islands, Tonga and Vanuatu, and produced a major report summarising the outcomes of its review. One recommendation arising from discussions with senior staff of USP was that IDP support a major policy workshop to discuss possible future roles of USP in relation to the educational manpower needs of the region and national training development plans.

Sponsorship of this workshop became the first major USP activity funded by IDP. Dr Bob Teasdale of Flinders University was seconded to USP in July 1983 for a six month period, his brief being to coordinate planning for the workshop and to facilitate input from each of the eleven countries served by the University. The workshop itself was named the "Regional Conference on Future Directions for the University of the South Pacific", and took place from 12-15 December 1983.

For the first time in the history of the University all eleven countries provided detailed submissions outlining the role that each government wished USP to play, and representatives then discussed the submissions until consensus was achieved. Representatives of many of USP's aid donors attended the meeting and contributed to the discussions. The report of the Conference has since been extensively used by USP as a guide for forward planning.

Ninety per cent of USP's annual recurrent budget is derived from the contributions of member governments in the Pacific and from student fees. The balance is provided as cash grants from donor governments. Britain, Canada, New Zealand, the United States and the EEC have funded the construction of various campus buildings. Donor governments have also provided other forms of support; cash contributions to the USP endowment fund, scholarships, research and development projects, extension programs etc. While USP has gained much from international donor assistance, the range of the sources and the diversity of donor requirements have placed considerable strain on USP's administrative resources. USP's Planning Office deals simultaneously with agencies that follow different annual cycles and have different design and counterpart requirements.

In 1985, IDP provided an advisor on secondment for twelve months to establish the systems procedures and types of agreements designed so that USP would gain maximum benefit from the various donor programs. In April 1988, IDP attended an Australian initiated meeting of donor representatives from British,New Zealand and Australian agencies who agreed to work for greater coordination.

IDP has subsequently collaborated with the New Zealand Government in the advertisment, filling and funding of a number of short-term academic appointments. Such collaboration will continue to be essential while USP relies on such a variety of international support.

Australia is the largest single provider of development assistance to USP, and therefore carries significant responsibility for its future viability. In addition to an extensive program of capital development and as an outcome of the 1983 policy mission's recommendation AIDAB contracted IDP to manage a program of human resource development and training assistance to USP. The aims of the program are:

(i) to improve the capabilities of academic, technical and administrative regional staff members of USP; and

(ii) to provide specialist assistance by Australian personnel in key academic and service areas.

The program is viewed by senior staff of USP as the most extensive, flexible and effective support program available to them. The total budget over the five year funding period 1983-88 was approximately $2 million. Funding of the program for the next three year period (to 1991) of $2.77 million has been approved.

Notwithstanding the coups in Fiji, the University has continued to operate with minimum disruption - a tribute to its staff, students and management. The University has faced many crises in its twenty years of existence. Yet it has emerged intact, retaining the support of its eleven member countries throughout this period. It has strengthened and consolidated its activities under the leadership of its former and present vice-chancellors, becoming respected as one of the most effective regional organisations in the South Pacific. In terms of its annual budget, physical plant and facilities, number of staff employed and extent of its communications network it is the largest of all the regional bodies, and has had an influential role in training many of the leaders in its various member countries. Its continued existence is important for the stability and well-being of the region.

The implementing agency for IDP's USP program is the Flinders University of South Australia and two senior academics have been appointed by IDP as its consultants responsible for the program. They visit the University regularly, monitor the progress of all activities, consult with the Vice-Chancellor, the Director of Planning and Development and with senior faculty, and make recommendations to IDP on future directions of the program. In February each year the Vice-Chancellor and the Director of Planning and Development visit Canberra for the Annual Review of the program; a joint USP/IDP proposal is then submitted to AIDAB for the next funding period.

The estimated expenditure during 1988/89 will be approximately $1 million and will involve the following activities:

<u>USP Staff to Australia</u>

Fellowships: (for Masters and PhD studies)	ongoing	9
	new	1
Short study visits (2-4 weeks)		18
Training visits (6-8 weeks)		6
Institutional development visit (1-3 weeks)		7

<u>Australian Personnel to USP</u>

Visiting assignments (2-6 weeks)	8
Secondments - (short term - up to 6 months)	10
- (long term - usually 12 months)	2
Consultancy visits	2

The main thrust of the IDP program is to strengthen USP through human resource development. The visits to Australia by USP staff for study, training and institutional development are designed to meet immediate needs for special skills and knowledge; the fellowship program has the longer term objective of upgrading the qualifications and research capabilities of staff, so as to strengthen the teaching and research of the schools and institutes.

The visiting assignment program, where Australian academic, administrative and technical staff spend up to six weeks at USP on specific tasks, has proved to be of great mutual benefit.

Not only does it help USP by the transfer of skills and knowledge, but it also increases the knowledge and understanding of this important institution among a growing number of Australian university staff.

There is a continuing need to fill vacancies in key areas which IDP assists through its Appointments Service (based on the ACU model); inevitably there are a number of key disciplines where recruitment is difficult and short term measures cannot be avoided. The IDP program provides funds for short and long term secondments to meet this need and, in the recent troubled times, this has been a major preoccupation for the IDP consultants.

Notwithstanding the uncertain political situation in Fiji, it is gratifying that it has been possible to meet virtually all the requests for secondments; this outcome is due mainly to the commitment and determination of the consultants but it also reflects the interest and understanding amongst Australian academics of the problems facing USP. The recruitment of Australians has been so effective, in fact, that this year it has been possible also to fill places which were being funded by a similar New Zealand aid program, but where difficulty was being experienced in finding suitable applicants from that country.